CEYLON, HONG KONG, AND STRAITS SETTLEMENTS.

CORRESPONDENCE

REGARDING THE

MEASURES TO BE ADOPTED FOR CHECKING THE SPREAD OF VENEREAL DISEASE.

(*In continuation of H.C.* 147.—*June*, 1894.)

Presented to both Houses of Parliament by Command of Her Majesty.

September, 1899.

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CEYLON, HONG KONG, AND STRAITS SETTLEMENTS.

CORRESPONDENCE

REGARDING THE

MEASURES TO BE ADOPTED FOR CHECKING THE SPREAD OF VENEREAL DISEASE.

STRAITS SETTLEMENTS.

No. 1.

DEPUTY GOVERNOR MAXWELL to the MARQUESS OF RIPON.

(Received October 8, 1894.)

MY LORD, Government House, Singapore, September 11, 1894.

I HAVE the honour to report that, in compliance with Your Lordship's instructions conveyed in Despatch of the 17th April last,* an Ordinance to further amend the Women and Girls' Protection Ordinance, 1888, was passed by the Governor, and Legislative Council of this Colony on the 6th instant, and numbered XII. of 1894. Copies of this enactment are enclosed.

2. Governor Sir Charles Mitchell, who is absent from the Colony, has not yet assented to this Ordinance, and has instructed me to report that he purposes to address Your Lordship on the subject on his return from Pahang.

3. Pending the receipt of his despatch, I would ask that no further action be taken.

I have, &c.,

WILLIAM MAXWELL,

For the Governor.

Enclosure in No. 1.

STRAITS SETTLEMENTS.

ORDINANCE No. XII. OF 1894.

An Ordinance to further amend "The Women and Girls' Protection Ordinance, 1888."

[6th September, 1894.]

Governor and Commander-in-Chief.

It is hereby enacted by the Governor of the Straits Settlements, with the advice and consent of the Legislative Council thereof, as follows:—

1. (1)—This Ordinance may be cited as "The Women and Girls' Protection Ordinance Amendment Ordinance 1894." Short title.

(2)—"The Women and Girls' Protection Ordinance, 1888" is hereinafter referred to as the principal Ordinance. Ordinance XIV. of 1888.

* No. 19 in [H. C. 147], June, 1894.

(3)—Any copy of the principal Ordinance printed after the commencement of this Ordinance may be printed with the additions, omissions, substitutions, and amendments required and made as well by this Ordinance as by "The Women and Girls' Protection Ordinance Amendment Ordinance, 1890," and "The Women and Girls' Protection Ordinance Amendment Ordinance 1891."

2. After section four of the principal Ordinance there shall be added the following section which shall be numbered 4A:—

Keeper of brothel to give notice to Protector if inmate of brothel wishes to complain.

"4A. If any inmate of a brothel shall state to the keeper of such brothel that she "desires to make a complaint to the Protector of personal ill-usage or of any breach of "any provision of this Ordinance on the part of the said keeper or of any other person, "the said keeper shall be legally bound to send notice of such statement to the Protector "within a reasonable time, and in default of so doing shall be liable on conviction before "the Supreme Court or a Court of two Magistrates to imprisonment of either description for a term not exceeding one year, or to a fine not exceeding five hundred dollars "or to both."

Repeal.

3. Section ten, sub-section (2) of section twelve, section fourteen, and clauses (*a*) (*b*) and (*c*) of sub-section (1) of section eighteen of the principal Ordinance are hereby repealed.

Amendment of section 13.

4. Section thirteen of the principal Ordinance shall be amended by inserting at the end of sub-section (1) thereof the words following:—"and also if so required by the "Protector to produce such woman or girl in the absence of reasonable excuse proof "whereof shall lie on the person called upon to produce such woman or girl."

Passed this 6th day of September, 1894.

A. P. TALBOT,
Clerk of Councils.

HONG KONG.

No. 2.

GOVERNOR SIR WM. ROBINSON to the MARQUESS OF RIPON.

(Received October 15, 1894.)

MY LORD MARQUESS, Government House, Hong Kong, September 10, 1894.

I HAVE the honour to transmit for the signification of Her Majesty's pleasure the following Ordinance entitled: An Ordinance enacted by the Governor of Hong Kong, with the advice and consent of the Legislative Council thereof, to amend the Women and Girls' Protection Ordinance, 1890, and Ordinance No. 14 of 1891, entitled an Ordinance to amend the Women and Girls' Protection Ordinance, 1890.

2. The customary report by the Attorney-General is annexed,* and I enclose for Your Lordship's information a report of the proceedings in Council in connection with the Ordinance.

I have, &c.,
WILLIAM ROBINSON.

Enclosure in No. 2.

No. 6 of 1894.

Title. An Ordinance enacted by the Governor of Hongkong, with the advice and consent of the Legislative Council thereof, to amend "The Women and Girls' Protection Ordinance, 1890," and Ordinance No. 14 of 1891, entitled An Ordinance to amend "The Women and Girls' Protection Ordinance, 1890."

(L.S.) WILLIAM ROBINSON,
Governor.

[7th September, 1894.]

Be it enacted by the Governor of Hongkong, with the advice and consent of the Legislative Council thereof, as follows:—

Construction.

1. This Ordinance shall be read and construed with "The Women and Girls' Protection Ordinance, 1890" (hereinafter referred to as the principal Ordinance), and

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* Not printed.

with Ordinance No. 14 of 1891, entitled: An Ordinance to amend "The Women and Girls' Protection Ordinance, 1890" (hereinafter referred to as the amendment Ordinance) as hereby amended.

Repeal.

2. The principal Ordinance, and the amendment Ordinance, and the Rules and Regulations made under the principal Ordinance, to the extent mentioned in the schedule hereto, are hereby repealed. Provided such repeals shall not be taken to revive any Ordinance repealed by the principal Ordinance or by the amendment Ordinance, nor shall affect any thing duly done or suffered under the provisions hereby repealed or any imprisonment, fine, or punishment, or liability incurred, or to be incurred in respect of any offence committed before the coming into operation of this Ordinance, under the provisions hereby repealed.

Amendment of sec. 24 of the principal Ordinance.

3. Section 24 of the principal Ordinance is hereby amended by adding after the words "matter being inquired into" and immediately before the words "shall on conviction" the words—

"or without reasonable excuse (proof whereof shall lie on the accused) neglects or refuses to produce such woman or girl when so required by the Registrar General."

Summary Jurisdiction of Magistrates in respect to disorderly houses.

4. Upon complaint laid before a Magistrate by three or more householders that a house in their immediate neighbourhood is used as a common brothel or lodging house for prostitutes or disorderly persons of any description to the annoyance of the respectable inhabitants of the vicinity, a Magistrate shall have and exercise summary jurisdiction in respect thereof, and it shall be lawful for the Magistrates to issue a summons to the owner or tenant of the house whereof complaint is made as provided by section 10 of "The Magistrates Ordinance, 1890," and upon the hearing of the case if the Magistrate is satisfied that the house is used in the manner complained of and is a source of annoyance and offence to the neighbours, he may order the owner or tenant to discontinue such use of it, and if the owner or tenant shall fail to comply with such order within such time as the Magistrate may by his order fix, the Magistrate may impose upon such owner or tenant a fine not exceeding $15 for every day that the house shall be so used after the time fixed by the Magistrate's order.

This section shall be deemed to be substituted for Part III. of the principal Ordinance, and the provisions herein contained shall be without prejudice to any other proceedings or remedies civil or criminal which may lie or be taken in respect of the matters aforesaid.

The provisions of "The Magistrates Ordinance, 1890," relating to summary procedure shall apply to proceedings under this section.

Passed the Legislative Council of Hongkong, this 3rd day of September, 1894.

J. G. T. BUCKLE,
Acting Clerk of Councils.

Assented to by His Excellency the Governor, the 7th day of September, 1894.

J. H. STEWART LOCKHART,
Acting Colonial Secretary.

SCHEDULE OF REPEALS.

Ordinances, &c.	Extent of Repeal.
No. 11 of 1890	Part III., Section 21 and all the Sub-sections thereof. Part IV., Section 23, Sub-section 2. Part IV., Section 25 and Section 33, Sub-section (1), Paragraphs (*a*), (*b*), (*c*).
No. 14 of 1891	Section 3.
The Rules and Regulations made by the Governor in Council on the 6th April, 1891, under Section 33 of Ordinance No. 11 of 1890.	All.

STRAITS SETTLEMENTS.

No. 3.

GOVERNOR SIR C. B. H. MITCHELL to the MARQUESS OF RIPON.

(Received October 22, 1894.)

MY LORD, Government House, Singapore, September 25, 1894.

WHEN I left for Pahang I requested Mr. Maxwell to forward to Your Lordship a Bill which had passed through all its stages in the Legislative Council, entitled "An Ordinance to further amend 'The Women and Girls' Protection Ordinance, 1888,'" and which was so passed in obedience to Your Lordship's instructions, contained in Your Lordship's despatch of the 17th April last.*

This Bill was accordingly sent in despatch of the 11th instant.†

2. I did not assent to the Bill, as before doing so I wished to lay before Your Lordship my own view of the danger which will attend its being brought into force, namely, the removal from the unfortunate inmates of brothels of the chance of obtaining relief from a condition of abject slavery.

3. In paragraph 2 of the despatch above quoted, Your Lordship appears to consider that these public women are fully aware of their position as free agents, and as regards Japanese, Malays, and Indians, this is, I think, the case, but I am informed that with the Chinese women, who form the great bulk of this class (4,514 out of a total of 5,094 in the Colony and States), their early training, habits of life, and the ascendancy acquired over them by those who bring them here all militate against their comprehension of what is carefully explained to them by the Protectorate on their arrival, and I fear that, by terminating the system of registration and inspection, we are helping the keepers of these houses to maintain an overpowering influence over the inmates, and to stifle any appeal that may be made against their tyranny, which the visit of an Inspector might afford an opportunity for.

4. The respectable portion of the Chinese community is, I believe, entirely in accordance with me in this view, and Your Lordship will see from the report‡ of the debate on the 2nd reading, which I enclose, that every non-official member was opposed to its passing into law.

5. The only alteration, besides those named in Your Lordship's despatch, which I have made in the law is expressed in Clause II. of the Bill, and I trust that if Your Lordship should still determine that the Bill must become law, that some little deterrent effect on the keepers of brothels may be exercised by its provision.

6. Referring to paragraph 5 of Your Lordship's despatch, I found that the new clause suggested therein was already in force in the Colony as section 14 of the Indian Act, No. 48 of 1860, and that these powers have for some time past been exercised in the Colony. I did not, therefore, think it necessary to repeat its provisions in the Bill under report.

7. In all other respects I have followed exactly the lines of Your Lordship's instructions.

8. I append a statement‡ of the number of registered brothels and of women registered as prostitutes in the Straits Settlements, and also in the Native States, and I also attach a copy of certain resolutions‡ passed at a meeting of the Chinese Advisory Board at Penang, with an expression of opinion by a member who was not present when the subject was discussed.

9. The Chinese Advisory Board in Singapore asked me to receive them, in order that they might remonstrate against the passing of the Bill, but on being informed that the Bill was before the Legislative Council, and that that body was the proper one to be addressed, they took no further action in the matter.

10. In conclusion, I desire to state that, much as I dislike any measure that may have the appearance of legalizing prostitution, I cannot but feel that where advantage is likely to be taken by an alien race—which has little respect for liberty—of the steps we take to carry out our convictions, those steps should not be rashly taken against the advice of those who know most of the race, whose weakest members we honestly desire to guard from oppression.

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* No. 19 in [H. C. 147], June, 1894. † No. 1. ‡ Not printed.

11. Mr. Wray, Protector of Chinese, is at present at home on leave, and might afford Your Lordship valuable information on the method in which this system of registration has been carried out, and of the success which has attended it.

I have, &c.,
C. B. H. MITCHELL.

P.S.—I add copy of reports** from the Acting Protector and Assistant Protector of Chinese, which I have just received, which describes the system of brothel slavery and the systematic way in which the keepers are, even now, able to evade the watchfulness of the Protector of Chinese.

C. B. H. M.

STRAITS SETTLEMENTS.

No. 4.

The MARQUESS OF RIPON to GOVERNOR SIR C. B. H. MITCHELL.

[*Answered by Nos.* 5, 6, 8, *and* 11.]

SIR, Downing Street, December 28, 1894.

I HAVE the honour to acknowledge the receipt of your despatches of 25th September last* and 8th October,** regarding the Ordinance to abolish the system of Registration of Brothels and Prostitutes.

2. When I decided that this system must be abolished I had already given full consideration to arguments in favour of the system similar to those which you have now advanced, and, therefore, can only reply that I see no reason to reconsider my decision.

3. I have accordingly, in my telegram** of the 24th inst., instructed you to assent to the Ordinance, No. 12 of 1894, of the Legislature of the Straits Settlements, entitled "An Ordinance to further amend 'The Women and Girls' Protection Ordinance,'" a transcript of which accompanied Mr. Maxwell's despatch of 11th September last,§ and I have to inform you that Her Majesty will not be advised to exercise Her power of disallowance in respect of that Ordinance.

4. With reference to the 6th paragraph of your despatch of 25th September,* I would observe that the provisions for the closing of brothels contained in section 14 of Indian Act, No. 48, of 1860, are not identical with those proposed in my despatch of 17th April last.‖ Under the clause suggested by me, the initiation of proceedings against a brothel will rest with private householders, instead of being left to the police, and the requirement that three householders should act together reduces the risk of blackmailing which might possibly occur in connection with such proceedings. This method of procedure is, in my opinion, preferable to that contained in the existing Law, and I request you to introduce an Ordinance repealing section 14 of Indian Act 48 of 1860, and substituting the provisions proposed in my despatch of 17th April.

5. As regards the last two enclosures to your despatch of 25th September,* relative to the question raised in my despatch of 31st of July last,** as to the emigration of women to Johore or Kedah, where brothel-slavery is recognised by the State Government, I think that the suggestions, made in paragraph 5 of Mr. Hare's letter and in paragraph 9 of Mr. Evans's letter, for partially remedying this evil could in effect be adopted, notwithstanding the abolition of brothel registration, by a slight amendment of the Women and Girls' Protection Ordinance, namely, by amending section 5 of the Ordinance, so as to make it apply (like section 14 of Hong Kong Ordinance 11 of 1890—see pp.20-1 of the enclosed Parliamentary Paper [H. C. 147 of 1894]) to women and girls who are being obtained or disposed of "for purposes of emigration," as well as to girls who are being trained or used "for immoral purposes." I request you to introduce these amendments, and when the change has been in force, for (say) a year, to furnish me with a report as to its effect in reducing the evils of the emigration of women and girls to Johore and Kedah, so that it may then be considered whether such emigration requires to be more stringently restricted or altogether prohibited.

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* No. 3. § No. 1. ‖ No. 19 in [H. C. 147] June 1894.

** Not printed.

6. In connection with the question of the traffic in women in the Colony, I have the honour to transmit to you the enclosed copies of correspondence* with Mr. W. McLaren, M.P., relative to information furnished by two ladies, Mrs. Andrew and Dr. Kate Bushnell, who recently visited Singapore. I also enclose copy of a report* upon the statement made by these ladies, furnished at my request by Mr. G. C. Wray.

7. Among the points referred to in this correspondence is the "ticket system," and I observe that in paragraph 34 of the Report of the Chinese Protectorate for 1892, and in paragraph 38 of the Report for 1893, this system is stated to have been the means of enabling many women to communicate with the Chinese Protector in case of trouble, and to obtain assistance from him. I desire to point out, in reply to the third paragraph of your despatch of 25th September,‡ that these cases of women obtaining assistance from the Chinese Protector—and they are the principal class of cases referred to in his Reports—are not materially facilitated by the system of Registration and Inspection of Brothels, and are not likely to cease owing to the abolition of Brothel Registration, for the complaints that such women make are not made to the Inspectors on the occasion of their visits of inspection, but by letter, or otherwise, to the Protector. The fact that the women seek for help arises from their position having been explained to them on their arrival in the Colony, and their being then made acquainted with their right to appeal to the Protector. The "ticket" itself does not appear to be an essential part of the system, although it may be useful as a continual reminder of the existence of the Protectorate. I do not, therefore, see any necessity for abolishing the "ticket system," provided the form of the ticket is altered, so as not to be a document purporting to register the woman as a prostitute, but to be merely a notice given to each woman or girl, when on her arrival in the Colony she is seen, under Ordinance 4 of 1880, and has her position as a free agent explained to her, such notice signifying that she is at all times at liberty to communicate with the Protector of Chinese by letter, or through a friend or otherwise.

8. Another point referred to in the statement of Mrs. Andrew and Dr. Bushnell relates to their discovering young girls present for immoral purposes in eating houses, or in opium shops. I do not know to what extent this practice may prevail in the Colony, but I think it desirable that provisions should be enacted, similar to those contained in sections 14 and 15 of 35, 6 Vic. c. 94, forbidding any licensed premises, whether licensed for the sale of drink or of opium, to be used as a brothel, or as a resort for prostitutes; and I am inclined to think that in the case of opium shops women should be absolutely excluded from being admitted, as was proposed by your predecessor in his despatch of 27th February, 1893,* to which I referred you in my despatch of 19th October last.* Regulations on this subject might be made under section 35 (ii.) of the Liquor Ordinance 11 of 1894, and under section 28 of the Opium Ordinance 9 of 1894, but it would be better to include a distinct provision on this point in the amending Ordinance, which, in the earlier part of this despatch, I have asked you to introduce.

9. The medical examination of young girls by the Colonial Surgeon, referred to in paragraph 4 of Mrs. Andrew and Dr. Bushnell's statement, is, in my opinion, very objectionable, and should at once be stopped. A physical examination of this kind can throw little, if any, light on the question whether a girl is under or over the age of 16; and that is the only question which is really at issue in these cases. In future the Protector of Chinese should, without offering the girl the alternative of submitting to a medical examination with a view to proving her age to be over sixteen, simply send to and detain in the refuge until she is properly provided for every girl who, either on first arrival in the Colony, or on being found living in or frequenting a brothel, appears to him to be under sixteen years of age.

10. With reference to Mr. Wray's observations upon paragraphs 5 and 11 of Mrs. Andrew and Dr. Bushnell's statement, I am of opinion that the law should be strengthened, so as to make the traffic in young girls under sixteen years of age a punishable offence, even in the absence of "false pretence, false representation, or fraudulent or deceitful means" [section 4 (1) (ii.) of Ordinance 14 of 1888]. Provisions strictly prohibiting such traffic in young girls should be introduced, similar to those contained in sections 5 and 10 of the Hong Kong Ordinance 11 of 1890.

11. The Protector of Chinese should do his utmost to enforce the provisions of the Ordinance for the Protection of Women and Girls by initiating prosecutions in every case where evidence likely to lead to the conviction of offenders is forthcoming.

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* Not printed. ‡ No. 3.

12. As regards the "voluntary examinations" of women, referred to in Mr. Wray's observations upon paragraph 10 of the statement, I shall be glad to receive, at your early convenience, the report promised in paragraph 9 of your despatch of the 30th of July last, * as to Dr. Mugliston's treatment of women suffering or likely to be suffering from venereal disease. I am aware that my predecessor decided that, as Dr. Mugliston was allowed private practice, he should not be prohibited from seeing at his private office and giving certificates to women who voluntarily presented themselves to him for examination, but I desire to know to what extent such women have presented themselves for examination, and how far he has in this way carried on the system of periodical examinations of the inmates of registered brothels. In making this enquiry I do not wish to impute any blame to Dr. Mugliston personally, but it is a question whether some change in his dual position ought not to be made, as it is at least probable that the women concerned make no distinction between the Colonial Surgeon acting in his official capacity and Dr. Mugliston acting in his private capacity, and I cannot approve of the law which abolished the compulsory examination of women being thus in any degree indirectly evaded. For the reasons given in the last paragraph of my despatch to Hong Kong of 17th April last (p. 57 of H. C. 147), I do not consider that the periodical examinations of these women can in any real sense of the word be regarded as "voluntary."

I have, &c.,
RIPON.

STRAITS SETTLEMENTS.

No. 5.

GOVERNOR SIR C. B. H. MITCHELL to the MARQUESS OF RIPON.

(Received May 4, 1895.)

[*Answered by No. 7.*]

MY LORD, Government House, Singapore, April 8, 1895.

WITH reference to paragraph 12 of Your Lordship's despatch of the 28th December last, † I must express regret that, owing to my absence in Pahang when despatch of the 11th September last, ‡ forwarding Ordinance XII. of 1894, was sent to Your Lordship, the special report on Dr. Mugliston's system which had been promised was omitted.

2. On receipt of Your Lordship's despatch above quoted, I called upon Dr. Mugliston for a detailed report, but Your Lordship will observe from the report furnished by him, of which a copy is enclosed, that he wishes to be allowed to wait till the completion of a year, in June next, from the date of making his last report, before submitting the complete return.

3. As to the probability of the women concerned failing to distinguish between Dr. Mugliston in his private practice and as Colonial Surgeon, I consider that such a thing can hardly be possible.

4. From a report which the Protector of Chinese drew up after meeting the various brothel keepers, it appears that the latter have great confidence in Dr. Mugliston, who can always be found at his office at certain hours. Besides this, they have known him for many years, and he is ready at all times to come when sent for. This report was called for by me in consequence of some vague remarks made in the "Daily Advertiser" (now extinct), and I enclose a copy of it.

I have, &c.,
C. B. H. MITCHELL.

Enclosure 1 in No. 5.

COPY of a REPORT by DR. MUGLISTON.

1. The despatch of the Secretary of State shows an entire misapprehension of the subject of my private practice amongst the brothel inmates. The Secretary of State appears to think that I am only treating venereal disease occurring in prostitutes, and

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* Not printed. † No. 4. ‡ No. 1.

that I am carrying on "the system of periodical examination of the inmates of registered brothels" and of "giving certificates to women who voluntarily presented themselves to him for examination."

Firstly: There are no "registered brothels."

Secondly: I give no certificates.

Finally: I do not exclusively treat "venereal disease" or "prostitutes."

2. In my last report I plainly showed what work I was doing, and if the schedule of diseases treated, as shown in that report, were forwarded to the Secretary of State, he would see that a very large number of diseases are treated, and not only venereal disease, or solely prostitutes, for men, women, and children were treated.

3. The Secretary of State evidently thinks I have been carrying on the examination of women as authorized in 1889, but that examination only extended to the Japanese in Malay Street, and it ceased after one month, as my strict method of giving certificates did not suit them. (This examination and giving of certificates, however, is still carried on by other medical men.)

4. As that ceased in 1889, and the club system of treating Chinese as private patients (in quite another quarter of the town) did not commence till the autumn of 1893, I think it would be difficult to trace any connection between the two.

And as the compulsory examination of Chinese ceased in 1887 and as another medical man was doing that work, it seems difficult to imagine any connection between the examining surgeon of those days and Dr. Mugliston of to-day.

5. Moreover, at my own request, it was very plainly explained by the Protector of Chinese to the brothel keepers that the Government had no part in my action, and that they were no more called on to employ me than any other medical man.

In fact, I am not the only medical man so employed, for others are carrying on a similar system to mine.

6. It would thus be unfair to me to make my connection with the Government a reason for placing me in a less favourable position for getting practice than my brother practitioners, particularly as my pay as Colonial Surgeon is fixed at a very low figure on account of my being allowed private practice, and also because my private practice is supposed to be a bar to full pension rights.

7. If the Secretary of State deems it advisable to curtail my private practice in any way, I trust he will consider it just to compensate me for the same, or that he will obtain for me a suitable appointment in England, as it is impossible for me to live here and educate my children in England on £220 a year, and save enough to take the place of my pension. His Excellency knows that before I commenced my present system I had a personal interview with Sir Cecil C. Smith, who encouraged me to proceed in what he considered a humane mission.

I think, also, that His Excellency approves of what I have been doing, and has taken a kind interest in its development.

8. As this explanation and my former schedule of diseases treated will suitably show the Secretary of State the kind of work I am doing, and the erroneous basis of his despatch, I would ask His Excellency to allow me to wait till the completion of a year from the date of my last report before replying fully to His Excellency's minute. The year expires in June, and it would be difficult to make out proper returns for a fraction of a year.

A rough examination of my prescription book, however, shows that for the nine months up to date I have written about 1,500 prescriptions for men, women, and children.

T. C. MUGLISTON.

April 3, 1895.

Enclosure 2 in No. 5.

REPORT.

I have examined a very large number of Cantonese brothel keepers in connection with this question, and enclose their statements.* These speak for themselves, and utterly refute the imputation made in the "Daily Advertiser" against Dr. Mugliston's medical club system.

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* Not sent.

2. Further, I have had all the Chinese brothel keepers (numbering 192) in Singapore up before me, and explained to them clearly that there is a police order in force in Singapore to the effect that an inquest will be held on every case of a death occurring in a brothel, but that the law provides that if a medical certificate can be given by any properly certificated European doctor stating that the deceased died a natural death, the police will not (unless there are, *cæteris paribus*, other grounds for demanding one) insist on a post-mortem examination. I next explained to them carefully that they could engage any properly certificated European doctor to give such a certificate, and added that no European doctor could grant such a certificate unless he was called in early, and could certify to the natural causes of death.

3. Personally, I am satisfied that there is no injustice done to these brothel keepers in any way by Dr. Mugliston's system, and the amount of good done by it in preventing contagious and other disease is great. I may add that the Japanese brothels contract for or engage German medical advice, and have no connection with Dr. Mugliston's Cantonese medical club system.

4. The various names mentioned by the brothel keepers "Ping On Tong," "Po On Thong," &c., in Singapore, refer to the name of the brothel clubs, of which there are four in the four Chinese brothel districts in the town, and to which all brothel keepers in their respective districts nominally belong.

5. The fees charged by Dr. Mugliston, paid by the brothel keepers, are either paid solely by the brothel keepers when the girl is handing over all her earnings to the brothel keeper, or divided equally between the brothel keeper and girls in case when the girl is her own mistress in the brothel. The medicine supplied to the brothel keepers on Dr. Mugliston's prescriptions is got by arrangement at the Straits Dispensary at a very much lower cost than it could be got elsewhere. Only one of the brothel keepers objected to the scale of fees being too high.

6. I suppose the success that has attended Dr. Mugliston's establishment of these medical clubs is due chiefly to the fact that he is well known to all the brothel keepers through his long connection with the brothels in the old C.D.O. days, and in the inspection of their houses since the Women and Girls' Protection Ordinance has been in force, and that they prefer to engage a doctor they know well to a stranger. They recognize, too, that they have other advantages besides the medical attendance, *e.g.*, sick girls whom they are afraid may get sick and die in a brothel (and so stop all the business for weeks), can be received into one of the club houses, and be treated by Dr. Mugliston till the case takes a decided turn one way or the other; and they know further that if girls are sent immediately to Dr. Mugliston's club house, he is in a better position to be able to certify as to death occurring from natural causes, if death should occur. They know, too, that unless a doctor is called in at once, he is practically unable to grant a certificate stating death occurs from natural causes. They have learnt this by seeing that post-mortems are occasionally held now in cases that have occurred where Dr. Mugliston has not been called in till too late, or was unable for other reasons to grant a certificate. Personally, I think this an unmitigated good, as it practically induces the brothel keeper to send sick people to the doctor at once before any disease has gone too far to be easily cured, if it can be cured at all.

7. I have taken pains to explain to the brothel keepers that Dr. Mugliston's club system has nothing to do with Government, and appertains entirely to the doctor's right of private practice, and that they are at liberty to engage any other doctor quite as well as Dr. Mugliston.

8. It will be seen from the statements of the brothel keepers called up that only two object to the club system, one Wong Yau (see page 15) objected to paying the fees, and the other, Wong Thai (page 15) laboured under the belief that Dr. Mugliston had held a bogus inquest on her step-mother, aged 50, because she had refused to join the medical club. I sent for the notes of evidence in this case, and found that an inquest had been held by Dr. McClosky, and that there were marks of a blow over the ear. I explained this to the woman, but she was very violent, and would not listen to anything I had to say. I could find no grounds for believing the woman's statement.

9. I attach a list* of the brothel keepers who were examined, together with their statements.

G. T. HARE,
Acting Assistant Protector of Chinese.

September 12, 1894.

* Not sent.

STRAITS SETTLEMENTS.

No. 6.

GOVERNOR SIR C. B. H. MITCHELL to the MARQUESS OF RIPON.

(Received May 27, 1895.)

[*Answered by No.* 10.]

MY LORD, Government House, Singapore, April 30, 1895.

I HAVE the honour to acknowledge the receipt of Your Lordship's despatch of the 28th of December last,* on the subject of the Women and Girls' Protection Ordinance.

2. Having received reports upon the proposals which Your Lordship makes for further amendments of the Ordinance, and having fully considered the whole matter, I submit, for Your Lordship's information, a copy of a memorandum drawn up by a Committee of the Executive Council, and adopted by the Council, showing the action which it is proposed to take.

3. A bill will be prepared to effect the amendments referred to in paragraphs 2 and 6, and the necessary instructions will be issued to the Protector of Chinese as to the matters mentioned in paragraphs 3 and 5.

4. As regards Dr. Mugliston's treatment of women, referred to in paragraph 12 of Your Lordship's despatch, I have reported separately in my despatch of the 8th instant.†

5. In view of the arguments contained in paragraph 1 of the memorandum, I would ask Your Lordship to permit section 14 of Indian Act 48 of 1860 to remain in force without substituting the provisions proposed in the despatch of the 17th of April 1894.‡

I have, &c.,
C. B. H. MITCHELL.

Enclosure in No. 6.

REPORT OF COMMITTEE OF EXECUTIVE COUNCIL appointed on the 6th April, 1895, with reference to the Secretary of State's despatch, No. 436, of 1894.

1. In the 4th paragraph of his despatch, the Secretary of State recommends that the initiation of proceedings against a brothel should rest with private householders, instead of being left to the police, and states that the requirement that three householders should act together would reduce the risk of blackmailing, which might possibly occur in connection with such proceedings. He therefore requests the Governor to introduce an Ordinance repealing section 14 of Indian Act 48 of 1860, and substituting the provisions proposed in the Secretary of State's despatch of the 17th April, 1894. In the 5th paragraph of the despatch (No. 113 of 1894), the Secretary of State recommends that section 10 of Ordinance XIV. of 1888 should be repealed and a new section passed on the lines of the following clause contained in Indian Act XXI. of 1857.

"On the complaint of three or more householders that a house in their immediate neighbourhood is used as a common brothel or lodging house for prostitutes or disorderly persons of any description, to the annoyance of the respectable inhabitants of the vicinity, the Magistrate may summon the owner or tenant of the house to answer the complaint, and on being satisfied that the house is so used, and is therefore a source of annoyance and offence to the neighbours, may order the owner or tenant to discontinue such use of it, and if he shall fail to comply with such order within five days, may impose upon him a fine to the extent of Rs.25 for every day thereafter that the house shall be so used."

With regard to this proposal, we desire to draw attention to three facts:—

(*a*) Section 14 of Indian Act 48 of 1860 was itself passed in substitution for section 55 of Indian Act 13 of 1856, under which prosecutions against brothels had to be under-

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* No. 4. † No. 5. ‡ No. 19 in [H. C. 147], June, 1894.

taken by three householders. Presumably, therefore, the latter provision was not found to work well, and it was repealed after four years' trial by section 1 of Indian Act 48 of 1860.

(*b*) There is nothing in section 14 of Indian Act 48 of 1860 which prevents three, or any other number, of householders from prosecuting if they desire to do so. The section simply enables the police to prosecute if they wish. It in no way excludes the rights of householders to prosecute.

(*c*) In an Asiatic community it is extremely unlikely that householders would take the trouble to prosecute a brothel. Such a system may work well in an English parish and yet be quite unsuitable for a Colony like the Straits Settlements. One of the first principles of Asiatic life is to mind your own business, and not interfere with that of other people, while in an English parish there are always a number of people who take a higher view of their public duties.

We recommend, therefore, that the law be allowed to remain as it is, and that section 14 of Indian Act 48 of 1860 be not repealed.

2. In the 5th paragraph of his despatch, the Secretary of State refers to the emigration of women to Johor and Kedah, where brothel-slavery is recognised by the State Government, and expresses the view that this evil could be partially remedied, notwithstanding the abolition of brothel registration, by a slight amendment of the Women and Girls Protection Ordinance, namely, by amending section 5 of the Ordinance so as to make it apply (like section 14 of Hongkong Ordinance 11 of 1890) to women and girls who are being obtained or disposed of for purposes of emigration, as well as to those girls who are being trained or used for immoral purposes. We think this amendment should be made.

3. In paragraph 7 of his despatch, the Secretary of State expresses the view that the "ticket system" should be continued in a modified form. We agree with this view, and think that it can be sufficiently carried out by instructions to the Protector of Chinese, without any legislation.

4. In paragraph 8 of his despatch the Secretary of State refers to the alleged presence for immoral purposes of young girls in eating houses and opium shops. He recommends that women should be altogether excluded from opium shops, and that provisions should be enacted similar to sections 14 and 15 of the Imperial "Licensing Act, 1872," forbidding the use of any licensed premises as a brothel or as a resort for prostitutes. This proposal affects three kinds of shop, each of which must be considered separately, namely:—

(*a*) The opium shop. "The Opium Ordinance, 1894," is about to be amended, and we think the proposal to entirely exclude women should be adopted.

(*b*) The public house. Rules have already been made under "The Liquors Ordinance, 1894," and by Rule 2 it is provided that no drunkenness, disorder, or gambling shall "be permitted on the premises, nor shall prostitutes be allowed to frequent the same." We think this provision is sufficient, and that this Ordinance need not be specially amended at present, but should other amendments in the Ordinance be found necessary, the opportunity might be taken to insert sections similar to sections 14 and 15 of the "Imperial Licensing Act, 1872."

(*c*) The eating shop. These are licensed under section 5 of Indian Act 3 of 1863, and prostitutes might be forbidden to frequent these houses either by a clause in the licenses to that effect, or by a rule to be made under the provisions of the Indian Act by the Inspector-General of Police.

5. With regard to paragraph 9 of the Secretary of State's despatch, we think that directions should be given to the Protector of Chinese which would put a stop to the medical examination, which the Secretary of State regards as very objectionable.

6. In paragraph 10 of his despatch the Secretary of State expresses the opinion that clause (ii.) (and we presume also clause (iii.)) of sub-section (1) of section 4 of Ordinance XIV. of 1888 should be amended by introducing in their place provisions similar to sections 5 and 10 of Hongkong Ordinance 11 of 1890. We agree that this should be done, its object being to make the traffic in young girls under 16 years of age a punishable offence even in the absence of false pretence, false representation, or fraudulent or deceitful means.

C. B. H. MITCHELL,
T. H. KERSHAW,
Acting Attorney-General.
A. P. TALBOT.

Singapore, April 18, 1895.

STRAITS SETTLEMENTS.

No. 7.

The MARQUESS OF RIPON to GOVERNOR SIR C. B. H. MITCHELL.

SIR, Downing Street, May 29, 1895.

I HAVE the honour to acknowledge the receipt of your despatch of the 8th ultimo,* and to request you to convey my thanks to Dr. Mugliston for his explanations respecting his system of private medical attendance on the inmates of brothels.

I have, &c.,

RIPON.

STRAITS SETTLEMENTS.

No. 8.

GOVERNOR SIR C. B. H. MITCHELL to the MARQUESS OF RIPON.

(Received June 17, 1895.)

[*Answered by No.* 9.]

MY LORD, Government House, Singapore, May 21, 1895.

IN previous despatches† I have dealt with some of the points raised in Your Lordship's despatch of the 28th December last.‡

2. With regard to paragraph 7 of that despatch, I have the honour to transmit a copy of a letter from the Protector of Chinese, enclosing a copy of the ticket now in use, modified in accordance with Your Lordship's instructions.

I have, &c.,

C. B. H. MITCHELL.

Enclosure in No. 8.

PROTECTOR OF CHINESE to COLONIAL SECRETARY.

SIR, Chinese Protectorate Office, Singapore, May 14, 1895.

I HAVE the honour to acknowledge the receipt of your letter, S. of S. 786/95, transmitting extracts from a despatch from the Secretary of State.

2. In reply, I beg to state that steps have already been taken to introduce the modified form of tickets in accordance with paragraph 7, and I attach a copy of the ticket as now used.

3. I note the instructions of Secretary of State in paragraphs 9 and 11 of the despatch, and will in future have them strictly followed.

I have, &c.,

W. EVANS,

Protector of Chinese, Straits Settlements.

The Honourable
The Colonial Secretary,
Straits Settlements.

NOTICE issued by the Protector of Chinese to Prostitutes and Girls of Brothels.

Whenever a prostitute or girl has a grievance, she may come to the Protectorate and complain. Any one who dares to prevent her will be arrested and severely punished without mercy.

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* No. 5. † Nos. 5 and 6. ‡ No. 4.

STRAITS SETTLEMENTS.

No. 9.

MR. CHAMBERLAIN to GOVERNOR SIR C. B. H. MITCHELL.

SIR, Downing Street, July 15, 1895.

I HAVE the honour to acknowledge the receipt of your despatch of 21st May last,* forwarding a copy of the revised form of ticket issued by the Protector of Chinese to the inmates of brothels.

The Chinese lettering on this ticket seems to be printed in very bad (red) ink, as part of it has become obliterated in passing through the post, which bears out the correctness of the statement in paragraph 8 of the memorandum by Mrs. Andrew and Dr. Kate Bushnell, accompanying my predecessor's despatch of 28th December last,† to the effect that those ladies found the tickets so blurred as to be unintelligible.

I shall be glad if you will give directions to have the tickets printed in better ink.

I have, &c.,

J. CHAMBERLAIN.

STRAITS SETTLEMENTS.

No. 10.

MR. CHAMBERLAIN to GOVERNOR SIR C. B. H. MITCHELL.

[*Answered by No.* 11.]

SIR, Downing Street, August 12, 1895.

I HAVE the honour to acknowledge the receipt of your despatch of 30th April last,‡ forwarding a Memorandum drawn up by a Committee of the Executive Council regarding certain proposed amendments of the Women and Girls' Protection Ordinance.

2. As regards the first paragraph of that Memorandum, I concur in your view that it would not be expedient to repeal section 14 of Indian Act 48 of 1860, but I still think it would be desirable to enact also a new clause on the lines of section 7 of Indian Act 21 of 1857.

3. With reference to the last paragraph of the Memorandum, I have to explain that, while adopting provisions similar to those contained in section 5 and the first part of section 10 of the Hong Kong Ordinance 11 of 1890, there will be no necessity to repeal any of the existing provisions of the Straits Settlements Ordinance. I am disposed to think that the above-mentioned provisions of the Hong Kong Law might be extended, and that the new clause might be enacted somewhat in the following form:—

"Any person who procures or attempts to procure any girl under sixteen years of age or any woman or girl above that age, not being a common prostitute or of known immoral character, to have either within or without the Colony unlawful carnal connection with any other person, or for the purpose of prostitution, either within or without the Colony, and any person who knowingly receives or harbours any woman or girl, knowing that such woman or girl has been procured for such purposes and with intent to aid such purposes, shall on conviction before the Supreme Court or a Court of two Magistrates, be liable to imprisonment of either description for a term not exceeding one year, or to a fine not exceeding five hundred dollars, or to both."

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* No. 8. † No. 4. ‡ No. 6.

4. I approve the proposal to amend the Opium Ordinance, 1894, so as to altogether exclude women from opium shops; and I think it desirable that an early opportunity should be taken to amend the Liquors Ordinance, 1894, and the Indian Act 3 of 1863 by inserting sections similar to sections 14 and 15 of the Imperial Licensing Act, 1872, instead of leaving the matter to be dealt with simply by Regulations issued under those laws.

I have, &c.,
J. CHAMBERLAIN.

STRAITS SETTLEMENTS.

No. 11.

GOVERNOR SIR C. B. H. MITCHELL to MR. CHAMBERLAIN.

(Received October 18, 1895.)

[Answered by No. 12.]

SIR, Government House, Singapore, September 22, 1895.

WITH reference to Lord Ripon's despatch of the 28th December last,* I have the honour to forward, for your approval, before submitting it to the Legislative Council, a draft Bill† which has been prepared by the Acting Attorney-General "to consolidate and amend the Law relating to the Protection of Women and Girls."

2. In my despatch of the 30th April,‡ I forwarded a copy of a Memorandum drawn up by a Committee of the Executive Council, dealing with the points raised by Lord Ripon in his despatch above quoted, several of which, such as the modification of the "ticket system," and the abolition of the medical examination of girls, have already been dealt with by instructions to the Protector of Chinese.

3. As regards the necessary legislation, a Bill was prepared to effect the amendments directed by the Secretary of State. This would, however, have been the fifth Amending Ordinance since the passing of the principal Ordinance (XIV. of 1888), and I felt it was desirable, in order to prevent confusion, to introduce a Consolidating Ordinance re-enacting the principal Ordinance in its amended form. This has been accordingly done, and the Bill as now drafted is the outcome of most careful revision on the part of the Acting Attorney-General and the Protector of Chinese.

4. The Acting Attorney-General explains very fully the objects and reasons of the various amendments which have been introduced, and which experience has shown to be necessary. Sub-section (1) of section 7 gives effect to the Secretary of State's directions as regards emigration from the Colony to Johore and Kedah, and when the change has been in force for a year, a report as to its effect will be furnished.

5. Since the draft was prepared, your despatch of the 12th August§ has been received, and you will find that the new clause suggested in paragraph 3 of that despatch appears in the draft Ordinance as section 4 (ii.).

6. Pursuant to your desire intimated in paragraph 2 of that despatch, a new section, 17, has been added to the draft Ordinance. However good in principle this section may be, it seems rather out of place in this Ordinance, and scarcely in accordance with paragraph XXIV., Clause 3, of the Royal Instructions, and it has been inserted with some natural reluctance on the part of the draftsman, who has amended the title of the Bill in consequence of this section.

7. If it passes in its present shape it may hereafter, I presume, be replaced by any enactment which may be made for amending Indian Act 21 of 1857.

I have, &c.,
C. B. H. MITCHELL.

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* No. 4 † Not printed. ‡ No. 6. § No. 10.

STRAITS SETTLEMENTS.

No. 12.

MR. CHAMBERLAIN to GOVERNOR SIR C. B. H. MITCHELL.

[*Answered by No.* 13.]

SIR, Downing Street, April 15, 1896.

I HAVE the honour to inform you that I approve the introduction of the Bill, enclosed in your despatch of 22nd September last,* "to consolidate and amend the law relating to the protection of Women and Girls."

2. I am, however, disposed to think that the word "habitually" in clause 5 of the Bill had better be omitted.

3. I would also ask you to consider, with reference to paragraph 2 of Viscount Knutsford's despatch of 15th February, 1889,† whether in sub-section (1) (v.) and in sub-section (3) of clause 4, the age "fourteen" should not be altered to "sixteen," which is the age specified in sub-sections (1) (ii.) and (1) (iii.) of the same clause. I may remark that this amendment would not have the effect of interfering with marriages under the age of sixteen (as appeared to be assumed in paragraph 2 of your predecessor's despatch of 31st December, 1888‡), since the provision in question refers to "unlawful" relations, but if you still see any objection to the change of age I will not press the point.

I have, &c.,
J. CHAMBERLAIN.

STRAITS SETTLEMENTS.

No. 13.

GOVERNOR SIR C. B. H. MITCHELL to MR. CHAMBERLAIN

(Received December 21, 1896.)

SIR, Government House, Singapore, November 24, 1896.

WITH reference to your despatch of the 15th April last,§ I have the honour to forward a certified copy of Ordinance No. XVII. of 1896, entitled "An Ordinance to consolidate and amend the law relating to the Protection of Women and Girls and for the suppression of Brothels."

2. I also enclose a copy of the Attorney-General's report‖ on the Ordinance, and a copy‖ showing the modifications made in the Legislative Council since the Bill was submitted to and approved by you.

3. With reference to paragraph 3 of your despatch of the 15th April last,§ I may state that on the advice of the Chinese Advisory Board the limit of age in sub-section (1) (v.) and sub-section 3 of section 4 was raised to fifteen, and not to sixteen, as suggested by you.

I have, &c.,
C. B. H. MITCHELL.

Enclosure in No. 13.

STRAITS SETTLEMENTS.

ORDINANCE No. XVII. OF 1896.

An Ordinance to consolidate and amend the Law relating to the Protection of Women and Girls and for the Suppression of Brothels.

(19th November, 1896.)

(L.S.) C. B. H. MITCHELL,
Governor and Commander-in-Chief.

It is hereby enacted by the Governor of the Straits Settlements with the advice and consent of the Legislative Council thereof, as follows:—

PRELIMINARY.

1. This Ordinance may be cited as "The Women and Girls' Protection Ordinance, 1896." Short title.

2. On and after the commencement of this Ordinance the enactments specified in the first Schedule shall be repealed to the extent in the same Schedule mentioned. Repeal.

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* No. 11. † P. 63 of [H. C. 59], 1889. ‡ P. 54 of [H. C. 59]. § No. 12. ‖ Not printed.

Interpretation.

3. In this Ordinance, unless the context otherwise requires, "Brothel" means a house or place occupied or used by any two or more women for the purpose of prostitution.

"The Protector" means the Officer for the time being performing the duties of Protector of Chinese Immigrants, and includes the Officer performing the duties of Assistant Protector of Chinese Immigrants at any Settlement.

"Inmate of a brothel" means any woman or girl residing in a brothel or being in a brothel at any time for the purpose of prostitution.

"Girl" includes "female child."

"Owner" of a house means the person for the time being receiving the rent of the premises, whether on his own account or as agent or trustee for any other person, or who would receive the same if such premises were let to a tenant.

"Keeper of a brothel" means the person who has the charge or management of the brothel, and in the absence of proof to the contrary, a person who appears to be in charge of a brothel or to have authority therein shall be deemed to be the keeper thereof.

Part I.

Offences against Women and Girls.

Offences.

4. (1)—Any person who—

(i) sells, lets to hire, or otherwise disposes of or buys, hires, or otherwise obtains possession of any woman or girl with intent that such woman or girl shall be employed or used for the purpose of prostitution, either within or without the Colony, or knowing it to be likely that such woman or girl will be so employed or used;

(ii) procures or attempts to procure any girl under sixteen years of age, or any woman or girl above that age, not being a common prostitute or of known immoral character, to have either within or without the Colony carnal connection, except by way of marriage, with any other person, or for the purpose of prostitution, either within or without the Colony, or who, by or under any false pretence, false representation, or fraudulent, or deceitful means (whether such pretence, representation, or means be made or used within or without the Colony), brings or assists in bringing into the Colony any woman or girl with intent that such woman or girl shall be employed or used for the purpose of prostitution, either within or without the Colony, or knowing or having reason to believe it likely that such woman or girl will be so employed or used;

(iii) receives or harbours any girl under the age of sixteen years, or any woman or girl above that age, not being a common prostitute or of known immoral character, knowing or having reason to believe that such girl or woman has been procured for the purpose of having carnal connection, except by way of marriage, with any other person, or for the purpose of prostitution, either within or without the Colony, and with intent to aid such purposes, or who knowing or having reason to believe that any woman or girl has been brought into the Colony by or under any such false pretence, false representation, or fraudulent or deceitful means as described in clause (ii), or has been sold or purchased (whether such sale or purchase be made within or without the Colony) receives or harbours such woman or girl with intent that such woman or girl shall be employed or used for the purpose of prostitution, either within or without the Colony;

(iv) detains any woman or girl in a brothel against her will; or detains any woman or girl in any other place against her will with intent that she may practise prostitution or for any unlawful and immoral purpose;

(v) unlawfully and carnally knows any girl of or under the age of fifteen years:

(vi) attempts to commit any offence in this section mentioned

shall on conviction before the Supreme Court, or a Court of two Magistrates, be liable to imprisonment of either description for a term not exceeding one year, or to a fine not exceeding five hundred dollars or to both.

(2)—For the purposes of this section the following presumptions shall be made:—

(*a*) A person who takes or causes to be taken into a brothel any woman or girl shall (until the contrary be proved) be deemed to have disposed of such woman or girl with the intent or knowledge in clause (i) of sub-section (1) mentioned.

(*b*) A person who receives any woman or a girl into a brothel, or harbours any woman or girl in a brothel, shall (until the contrary be proved) be deemed to have obtained possession of such woman or girl with the intent or knowledge in clause (i) of sub-section (1) mentioned.

(*c*) A person shall be deemed to detain a woman or girl in any place against her will if with intent to compel or induce her to remain therein such person withholds from such woman or girl any wearing apparel or other property belonging to her, or any wearing apparel commonly or last used by her, or where wearing apparel has been lent or supplied to such woman or girl, by or by the direction of such person, such person threatens such woman or girl with legal proceedings if she takes away the wearing apparel so lent or supplied, or if with such intent as aforesaid such person threatens such woman or girl with legal proceedings for the recovery of any debt or alleged debt, or uses any other threat whatsoever.

(3)—It shall be a sufficient defence to any charge under clause (v) of sub-section (1) if it appears to the Court or Jury before whom the charge is tried that the person so charged had reasonable cause to believe that the girl was above the age of fifteen years.

Traffic in young girls made penal.

5. Any person who buys, sells, or traffics in or imports into the Colony for the purposes of such traffic any girl under the age of ten years shall be guilty of an offence, and on conviction by a Magistrate be liable to imprisonment of either description for a term not exceeding six months, or to fine not exceeding two hundred dollars, or to both.

Keeper of brothel to give notice if inmate of brothel wishes to complain.

6. If any inmate of a brothel shall state to the keeper of such brothel that she desires to make a complaint to the Protector of personal ill-usage or of any breach of any provision of this Ordinance on the part of the said keeper, or of any other person, the said keeper shall be legally bound to send notice of such statement to the Protector within a reasonable time, and in default of so doing shall be guilty of an offence, and be liable on conviction before the Supreme Court or a Court of two Magistrates to imprisonment of either description for a term not exceeding one year, or to a fine not exceeding five hundred dollars, or to both.

Part II.

Protection of Women and Girls.

Protector may require security in certain cases.

7. (1)—If the Protector shall reasonably suspect—

(i) That any woman or girl has been brought into the Colony either after having been purchased, or by fraud, misrepresentation, or under any false pretence

(*a*) for immoral purposes or

(*b*) for purposes of emigration;

(ii) or that any woman or girl has been purchased in the Colony with a view of being trained or disposed of as a prostitute, or is being detained against her will

(*a*) for immoral purposes or

(*b*) for purposes of emigration;

(iii) and that in any case within clause (i) or clause (ii) any woman or girl from fear, ignorance, or any other cause, is unable or unwilling to disclose the true circumstances of the case, the Protector may require any person in whose custody or under whose control she appears to be to furnish security in a reasonable amount to the satisfaction of the Protector, that such woman or girl shall not leave the Settlement in which she then is without the previous consent in writing of the Protector, and shall not be trained or disposed of as a prostitute or for immoral purposes, and that she shall be produced before the Protector whenever he requires it.

(2)—In default of such security being furnished, the Protector may by warrant under his hand and seal order that such woman or girl be removed to a place of safety, and there detained until she can be returned to the place whence she was brought or otherwise proper provision can be made for the protection of her interests and liberty.

(3)—The security to be furnished under this section shall be a personal bond, with one or more sureties, in the form specified in the second Schedule, or in such other form as is for the time being prescribed by the Governor in Council.

Girls under sixteen used or trained for immoral purposes.

8. (1)—The Protector, if after due enquiry he is satisfied that any girl is being used for immoral purposes, or is being trained for such purposes, and that such girl is under the age of sixteen years, may by warrant under his hand and seal order such girl to be removed to a place of safety, and there detained until further order, or until she attains the age of nineteen years or marries, whichever first happens.

(2)—A girl found living in or frequenting a brothel shall be deemed to be a girl who is being trained for immoral purposes.

Women and girls escaping from detention may be arrested and person abetting escape punished

9. (1)—Every woman or girl detained under the provisions of this Ordinance shall be subject to such Rules and Regulations as may be made by the Governor in Council, and every such woman or girl who, contrary to such Rules and Regulations, leaves any place in which she is detained, may be arrested by any Police Officer or by any Officer of the Chinese Protectorate, and taken back to such place.

(2)—Any person who induces or assists any woman or girl so detained as aforesaid to leave contrary to such Rules and Regulations as aforesaid the place in which she is detained, or knowingly harbours any such woman or girl, shall be guilty of an offence and liable to a fine not exceeding one hundred dollars, or to imprisonment of either description not exceeding one month, or to both.

Power to make provision for maintaining women and girls.

10. It shall be lawful for the Governor out of moneys to be provided by the Legislative Council for that purpose to provide a suitable building or buildings for the purposes of this Part, and to defray the cost of the care, maintenance, and education of all women and girls detained under the provisions of this Part.

Part III.

General Provisions.

Appointment of Officers. Power of search.

11. The Governor may appoint such Officers as may be necessary for carrying out the provisions of this Ordinance, and may make Rules for the conduct of their duties.

12. (1)—The Protector and any Officer of the Chinese Protectorate specially authorised for that purpose in writing by the Protector shall have power to search any ship, house, building, or other place where he has reasonable cause to suspect that there is any woman or girl who is or may be liable to be dealt with under the provisions of Part II. of this Ordinance, and may remove any such woman or girl to a place of safety, to be there detained until her case be enquired into.

(2)—The Protector shall have power to search any ship, house, building, or other place for the purpose of ascertaining whether there is therein any woman or girl who is or may be liable to be dealt with under the provisions of Part II. of this Ordinance, and may remove any such woman or girl to a place of safety, to be there detained until her case be enquired into.

Protector to have power to summon and examine witnesses and to be public servant within the meaning of Penal Code.

13. (1)—The Protector shall have full power to summon any person whom he may have reason to believe can give any information respecting any woman or girl suspected to have been brought into the Colony for immoral purposes by fraud or misrepresentation, or under any false pretence, or respecting any girl suspected of being used or trained for immoral purposes, or respecting any inmate of a brothel, and the person so summoned shall be legally bound to attend at the hour and place in the summons specified, and to produce all documents in his custody, possession, or power relating to such woman or girl, and to answer truthfully all questions which the Protector may put to him respecting any such woman or girl, or in any way relating to the matter being enquired into, and also, if so required by the Protector, to produce such woman or girl in the absence of reasonable excuse, proof whereof shall lie on the person called upon to produce such woman or girl.

(2)—The Protector shall at any enquiry held by him make complete notes of the evidence taken by him upon such enquiry, and of his decision thereon, and shall furnish to the Supreme Court a copy of such notes when called upon to do so by order of a Judge of the said Court, suppressing in such copy the name of any person from whom information has been derived, if he thinks it expedient to do so.

(3)—The Protector shall be deemed to be a public servant within the meaning of the Penal Code, and may administer oaths to and examine on oath any person summoned before him for the purposes of this Ordinance.

Conclusive presumption in favour of warrants.

14. (1)—Every warrant purporting to be issued in pursuance of this Ordinance, and to be under the hand and seal of the Protector, shall be received in evidence in every Court of the Colony, without further proof, and shall be *primâ facie* evidence of the facts therein stated, and all acts done in pursuance of such warrant shall be deemed to have been authorised by law.

15. (1)—No action shall be brought against the Protector or any Officer acting under this Ordinance for anything done by him in pursuance or execution of this Ordinance, unless the same shall be commenced within three months next after the act complained of has been committed. Actions against persons acting in execution of this Ordinance.

(2)—The Protector shall not be compellable in any judicial proceeding to answer any question as to the grounds of his decision in any case dealt with by him under this Ordinance, or as to anything which came to his knowledge in any enquiry made by him as Protector.

(3)—The provisions of sections forty-three to forty-nine, both inclusive, of "The Police Force Ordinance, 1872," shall be applicable to every such action as in this section is referred to, in the same manner as though the said sections were herein set forth and enacted.

16. (1)—The Governor in Council may make Rules and Regulations for and in respect of all or any of the following purposes or matters:— Rules and Regulations.

(*a*) The care, maintenance, and education of women and girls detained under Part II. of this Ordinance.

(*b*) The manner and conditions in and under which the powers conferred by this Ordinance shall be exercised by the persons on whom such powers are conferred.

(*c*) And generally in relation to any matters, whether similar or not to those above-mentioned, as to which it may be expedient to make Rules for carrying into effect the objects of this Ordinance.

(2)—All such Rules and Regulations when made shall be published in the "Gazette," and from the date of such publication shall have the same force and effect as if enacted in this Ordinance, and any person disobeying or infringing any such Rule or Regulation shall be guilty of an offence against this Ordinance, and shall be liable to a fine not exceeding fifty dollars, or to imprisonment of either description not exceeding one month, or to both.

(3)—All such Rules and Regulations shall be laid as soon as practicable upon the table of the Legislative Council, and shall cease to have any force or effect if disallowed by resolution of the said Council.

17. On the complaint of three or more householders that a house in their immediate neighbourhood is used as a brothel or lodging-house for prostitutes or disorderly persons of any description, to the annoyance of the respectable inhabitants of the vicinity, a Magistrate may summon the owner or tenant of the house, to answer the complaint; and on being satisfied that the house is so used, and is therefore a source of annoyance and offence to the neighbours, may order the owner or tenant to discontinue such use of it; and if he shall fail to comply with such order within five days, may impose upon him a fine to the extent of twenty-five dollars for every day thereafter that the house shall be so used. Brothels.

Passed this 19th day of November, 1896.

E. M. MEREWETHER,
Acting Clerk of Councils.

THE FIRST SCHEDULE.

Enactments Repealed.

No. and Year of Ordinance.	Title of Ordinance.	Extent of Repeal.
Ord. XIV. of 1888 ...	The Women and Girls' Protection Ordinance, 1888 ...	The whole.
Ord. III. of 1890 ...	The Women and Girls' Protection Ordinance, Amendment Ordinance, 1890.	The whole.
Ord. XVII. of 1891 ...	The Women and Girls' Protection Ordinance, Amendment Ordinance, 1891.	The whole.
Ord. XII. of 1894 ...	The Women and Girls' Protection Ordinance, Amendment Ordinance, 1894.	The whole.
Ord. XVI. of 1894 ...	An Ordinance to revive and re-enact Part II. of "The Women and Girls' Protection Ordinance, 1888."	The whole.

THE SECOND SCHEDULE.

Know all men by these presents that we and are held and firmly bound unto the Queen's Most Excellent Majesty, Her Heirs, and Successors, in the sum of $ to be paid to the Colonial Treasurer for the time being of the Straits Settlements, to which payment we bind ourselves, and each of us, our, and each of our heirs, executors, and administrators, firmly by these presents. Sealed by our seals. Dated this day of 189 .

Now the condition of this obligation is that if one who is now residing at shall not quit or be taken or removed from the Settlement of without the previous permission in writing of the Officer for the time being performing the duties of Protector of Chinese Immigrants or Assistant Protector of Chinese Immigrants for the Settlement in which this Bond was executed, and shall not be trained or disposed of as a prostitute or for immoral purposes, and also if the said shall be produced from time to time before such Officer within twenty-four hours after notice in writing has been given to any or either of the said and requiring such production, then this obligation to be void, otherwise to remain in full force.

(L. S.)
(L. S.)

Signed, sealed, and delivered by the above-named and
In the presence of

HONG KONG.

No. 14.

CHINA ASSOCIATION to COLONIAL OFFICE.

(Received June 2, 1897.)

SIR, China Association, 31, Lombard Street, May 31, 1897.

THE telegram from the Hong Kong Branch of this Association which I have the honour to append is another expression of the movement in favour of remedial legislation that has been excited by recent disclosures as to the health of our troops.

It will be within your recollection that Ordinances whose effect was beneficent while they were in operation were repealed in Hong Kong and the Straits Settlements, as well as in India, in opposition to the strongly expressed opinion of the Civil and Military Authorities, and of the public generally, in both Colonies. That feeling has been strengthened as experience has confirmed the apprehensions entertained. Medical reports show that the consequence to the health of the garrisons has been disastrous, and the present telegram is an opportune expression of a conviction that has never slackened.

The Committee refrain from entering into the question more fully at present, as they have no doubt that this appeal will be followed by a statement of facts and of the special considerations affecting Hong Kong. They confine themselves, therefore, to the expression of a hope that the interests which the Association represents will, in the meantime, receive due consideration.

I have, &c.,
R. S. GUNDRY,
Hon. Sec. China Association.

Enclosure in No. 14.

COPY OF TELEGRAM.

Hong Kong, 28th May. Enforcement Contagious (Disease) Ordinance imperative. Condition garrison deplorable.

HONG KONG.

No. 15.

GOVERNOR SIR WM. ROBINSON to MR. CHAMBERLAIN.

(Received July 19, 1897.)

SIR, Government House, Hong Kong, June 16, 1897.

I HAVE the honour to transmit, for the signification of Her Majesty's pleasure, the following Ordinance, entitled: "An Ordinance to consolidate and amend the Laws relating to the Protection of Women and Girls," No. 9 of 1897.

2. The customary report* by the Attorney-General is annexed.

I have, &c.,
WILLIAM ROBINSON.

Enclosure in No. 15.

No. 9 of 1897.

An Ordinance to consolidate and amend the Laws relating to the Protection of Women and Girls.

(L. S.) WILLIAM ROBINSON,
Governor.

(10th June, 1897.)

Be it enacted by the Governor of Hongkong, with the advice and consent of the Legislative Council thereof, as follows:—

1. This Ordinance may be cited as The Protection of Women and Girls Ordinance, 1897. Short title.

2. In this Ordinance, unless the context otherwise requires,— Interpretation of terms.

"Brothel" means a house, room, junk, boat or other place occupied, frequented or used by any two or more females for the purpose of prostitution:

"Owner of premises" means the person for the time being receiving the rent or a consideration for the use of premises whether on his own account or as agent or trustee for any other person, or who would receive the same if such place were let to a tenant:

"Occupier of premises" means the person in actual occupation of any premises.

PART I.

OFFENCES, ETC.

3. Every person who— Traffic in women or girls made a misdemeanour.

(1.) Takes part in bringing into or taking away from the Colony, by force, intimidation, or fraud, any woman or girl for the purpose of prostitution either within or without the Colony; or

(2.) Takes part in bringing, taking, decoying, or enticing any woman or girl into or away from the Colony with intent to sell, pledge, let out to hire, purchase, take in pledge, take on hire, or otherwise dispose of any such woman or girl, for the purpose of prostitution either within or without the Colony; or

(3.) Takes part in bringing, taking, decoying, or enticing any woman or girl into or away from the Colony, for the purpose of prostitution either within or without the Colony, knowing that such woman or girl has been sold, pledged, let out to hire, purchased, taken in pledge, or taken on hire; or

(4.) Takes part in selling, pledging, letting out to hire, purchasing, taking in pledge, taking on hire, or otherwise disposing of any woman or girl, for the purpose of prostitution either within or without the Colony; or

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* Not printed.

(5.) Knowingly derives any profit from the sale, pledge, hire, purchase, taking in pledge, taking on hire, or other disposal of any woman or girl who has been sold, pledged, let out to hire, purchased, taken in pledge, taken on hire, or otherwise disposed of for the purpose of prostitution either within or without the Colony;

shall be guilty of a misdemeanour.

Provided that, in any prosecution under sub-section (3) of this section, where it is proved to the satisfaction of the Jury or of the Magistrate, as the case may be, that the woman or girl had, in fact, been sold, pledged, let out to hire, purchased, taken in pledge, or taken on hire, knowledge thereof by the accused shall be presumed, unless he satisfies such Jury or Magistrate that he had not such knowledge.

Procuration of women or girls.

4. Every person who—

(1.) Procures or attempts to procure any female under sixteen years of age, not being a common prostitute, or of known immoral character, to have unlawful carnal connexion, either within or without the Colony, with any other person; or

(2.) Procures or attempts to procure any woman or girl to become, either within or without the Colony, a common prostitute; or

(3.) Procures or attempts to procure any woman or girl to leave the Colony, with intent that she may become an inmate of a brothel elsewhere; or

(4.) Procures or attempts to procure any woman or girl to leave her usual place of abode in the Colony (such place not being a brothel), with intent that she may, for the purpose of prostitution, become an inmate of a brothel within or without the Colony;

shall be guilty of a misdemeanour.

No person shall be convicted of any offence under sub-sections (2), (3), or (4) of this section upon the evidence of one witness only, unless such witness is corroborated in some material particular by evidence implicating the accused.

Defilement of girl between 12 and 16 years of age.

5. Every person who carnally knows or attempts to have carnal knowledge of any unmarried girl being of or above the age of twelve years and under the age of sixteen, shall be guilty of a misdemeanour: Provided that where both parties are Asiatics a girl shall not be deemed unmarried within the meaning of this Ordinance if she is duly married according to the laws and customs of the native country of the girl: Provided also, that it shall be a sufficient defence to any charge under this section if it shall be made to appear to the Court or Jury before whom the charge shall be brought that the person so charged had reasonable cause to believe that the girl was of or above the age of sixteen years: Provided also, that no prosecution shall be commenced for an offence under this section more than three months after the commission of the offence.

Defilement of girl under 12.

6. (1.) Every person who carnally knows any girl under the age of twelve years, whether he is married to her or not, shall be guilty of felony, and being convicted thereof shall be liable to be imprisoned for life or for any less term with or without hard labour.

(2.) Every person who attempts to have carnal knowledge of any girl under the age of twelve years, whether he is married to her or not, shall be guilty of a misdemeanour.

Indecent assault upon any female.

7. Every person who commits an indecent assault upon any female shall be guilty of a misdemeanour.

Unlawful detention.

8. Every person who detains any woman or girl against her will—

(1.) In or upon any premises with intent that she may be unlawfully and carnally known by any man, whether any particular man, or generally; or

(2.) In or upon any premises for an immoral purpose, or for the purpose of emigration; or

(3.) In any brothel;

shall be guilty of a misdemeanour.

For the purposes of this section a person shall be deemed to detain such woman or girl in or upon such premises or in such brothel, not only where force, intimidation, or fraud is used, but also if, with intent to compel or induce her to remain in or upon such premises or in such brothel, such person withholds from such woman or girl any wearing apparel or other property belonging to her, or, where wearing apparel has been lent or otherwise supplied to such woman or girl by or by the direction of such person, such person threatens such woman or girl with legal proceedings if she takes away with her the wearing apparel so lent or supplied.

No legal proceedings, whether civil or criminal, shall be taken against any such woman or girl for taking away or being found in possession of any such wearing apparel as was necessary to enable her to leave such premises or brothel.

Procuring defilement of woman or girl.

9. Every person who—

(1.) By threats, intimidation, false pretences, false representations, or other fraudulent means procures or attempts to procure any woman or girl to have any unlawful carnal connexion either within or without the Colony; or

(2.) Applies, administers to, or causes to be taken by any woman or girl any drug, matter, or thing, with intent to stupefy or overpower so as thereby to enable any person to have unlawful carnal connexion with such woman or girl;

shall be guilty of a misdemeanour.

No person shall be convicted of an offence under this section upon the evidence of one witness only, unless such witness is corroborated in some material particular by evidence implicating the accused.

Carnal or attempted carnal knowledge of female idiot.

10. Every person who unlawfully and carnally knows or attempts to have unlawful carnal knowledge of any female idiot or imbecile woman or girl, under circumstances which do not amount to rape, but which prove that the offender knew at the time of the commission of the offence that the woman or girl was an idiot or imbecile, shall be guilty of a misdemeanour.

Householder, etc., permitting defilement of girl on his premises.

11. Every person who, being the owner or occupier of any premises, or having, or acting or assisting in, the management or control thereof, induces or knowingly suffers any girl of such age as is in this section mentioned to resort to or be in or upon such premises for the purpose of being unlawfully and carnally known by any man, whether such carnal knowledge is intended to be with any particular man or generally—

(1.) Shall, if such girl is under the age of twelve years, be guilty of felony, and being convicted thereof shall be liable to be imprisoned for life or for any less term with or without hard labour; and

(2.) If such girl is of or above the age of twelve and under the age of sixteen years, shall be guilty of a misdemeanour.

Provided that it shall be a sufficient defence to any charge made under this section if it shall be made to appear to the Court or Jury before whom the charge shall be brought that the person so charged had reasonable cause to believe that the girl was of or above the age of sixteen years.

Receiving or harbouring woman or girl.

12. Any person who—

(1.) Receives or harbours any woman or girl, knowing that such woman or girl has, by force, intimidation, or fraud, been brought into or is about to be taken away from the Colony; or

(2.) Receives or harbours any woman or girl with intent that such woman or girl should be sold, pledged, let out to hire, purchased, taken in pledge, taken on hire, or otherwise disposed of for the purpose of prostitution either within or without the Colony,

shall be guilty of a misdemeanour.

Receiving or harbouring girl procured, or woman or girl sold for prostitution.

13. Every person who—

(1.) Receives or harbours any girl under the age of sixteen years, knowing that such girl has been procured for the purpose of having unlawful carnal connexion with any other person, and with intent to aid such purpose; or

(2.) Receives or harbours any woman or girl, knowing that such a woman or girl has been sold, pledged, let out to hire, purchased, or otherwise disposed of, either within or without the Colony, for the purpose of prostitution, and with intent to aid such purpose,

shall be guilty of a misdemeanour.

Decoying woman or girl into or away from the Colony for emigration.

14. Every person who by force, intimidation, or any fraudulent means, brings, takes, decoys, or entices any woman or girl into or away from the Colony for the purpose of emigration shall be guilty of a misdemeanour.

Rape.

15. (1.) Every person who commits the crime of rape shall be guilty of felony, and, being convicted thereof, shall be liable to be imprisoned for life or for any less term, with or without hard labour.

(2.) Every man who induces a married woman to permit him to have carnal connexion with her by personating her husband shall be deemed to be guilty of rape.

Abduction of a woman against her will from motives of lucre.

16. (1.) When any woman of any age has any interest, whether legal or equitable, present or future, absolute, conditional, or contingent, in any real or personal estate or is a presumptive heiress or coheiress or presumptive next of kin, or one of the presumptive next of kin, to anyone having such interest, every person who, from motives of lucre, takes away or detains such woman against her will, with intent to marry or carnally know her, or to cause her to be married or carnally known by any other person; and every person who fraudulently allures, takes away, or detains such woman, being under the age of twenty-one years, out of the possession and against the will of her father or mother, or of any other person having the lawful care or charge of her, with intent to marry or carnally know her, or to cause her to be married or carnally known by any other person, shall be guilty of felony, and, being convicted thereof, shall be liable to be imprisoned for any term not exceeding fourteen years, with or without hard labour.

Fraudulent abduction of a girl against the will of her father and mother, &c.

Offender incapable of taking any of her property.

(2.) Every person who is convicted of any offence against sub-section (1) of this section, shall be incapable of taking any estate or interest, legal or equitable, in any real or personal estate of such woman, or in which she has any such interest, or which comes to her as such heiress, coheiress, or next of kin as aforesaid; and, if any such marriage as aforesaid has taken place, such property shall, upon such conviction, be settled in such manner as the Supreme Court shall, upon any information at the suit of the Attorney-General, appoint.

Forcible abduction of any woman with intent to marry her.

17. Every person who by force takes away or detains against her will any woman of any age, with intent to marry or carnally know her, or to cause her to be married or carnally known by any other person, shall be guilty of felony, and, being convicted thereof, shall be liable to be imprisoned for any term not exceeding fourteen years, with or without hard labour.

Abduction of a girl under sixteen years of age.

18. Every person who unlawfully takes or causes to be taken any unmarried girl, being under the age of sixteen years, out of the possession and against the will of her father or mother or of any other person having the lawful care or charge of her, shall be guilty of a misdemeanour.

Presumption as to the age of girl or child.

19. When a person is charged with an offence under this Ordinance, or under sections 25 or 51 of Ordinance 4 of 1865, in respect of a girl or child who is alleged in the charge or information to be under any specified age, and such girl or child appears to the presiding Judge or Magistrate to be under that age, such girl or child shall, for the purposes of the enactment under which the charge is brought, be deemed to be under that age, unless the contrary is proved.

Person charged and husband or wife to be competent witnesses.

20. Every person charged with an offence under this Ordinance and the husband or wife of the person so charged shall be competent but not compellable witnesses on every hearing at every stage of such charge.

No certiorari or quashing for want of form.

21. No summary conviction under this Ordinance shall be quashed for want of form, or be removed by certiorari, and no warrant of commitment shall be held void by reason of any defect therein provided it be therein alleged that the party has been convicted and there be a good and valid conviction to sustain the same.

Punishment for offences.

22. Every person who is convicted of any misdemeanour under this Ordinance shall be liable to be imprisoned for any term not exceeding two years, with or without hard labour: Provided always that if the case is determined by a single Magistrate instead of being in his discretion sent for trial he shall not impose a heavier sentence than one year's imprisonment with or without hard labour, and that where there appears a necessity for a heavier sentence, the case shall be committed for trial at the Supreme Court.

Punishment of whipping on second and subsequent convictions.

23. (1.) Whenever any person is convicted either summarily or before the Supreme Court of any offence against any of the provisions of sections 3 to 14, both inclusive, of this Ordinance, if it is proved that the offender has been previously convicted, either summarily or before the Supreme Court, of an offence under the same or any other of the said sections of this Ordinance, or under the corresponding provisions of any Ordinance hereby repealed, it shall be lawful for the Magistrate or Court, in its discretion, to direct that, in addition to the punishment hereinbefore prescribed, the offender, if a male, be once privately whipped, subject to the provisions of the law regulating whipping in force at the time of such direction.

(2.) The provisions of section 94 of Ordinance No. 7 of 1865, relating to the form of information for a subsequent offence and proceedings thereon, shall apply to offences punishable under this Ordinance. Procedure for subsequent offence.

24. No parent or person acting in the place of a parent who has voluntarily parted with a girl for the purpose of adoption into another family, or who has received money for the parting with the custody of such girl for any other purpose, shall be deemed to be entitled as of right to the custody of such girl as her parent or as the person acting in the place of her parent. Custody of adopted girls, &c.

Part II.

Powers of Registrar General.

25. Whenever the Registrar General has reason to believe— Powers of Registrar General.

(1.) That any woman or girl has been brought into the Colony either after having been purchased or by force, intimidation, fraud, mis-representation, or any false pretence,—

(*a.*) for immoral purposes, or

(*b.*) for purposes of emigration; or

(2.) That any woman or girl has been purchased in the Colony with a view of being trained or disposed of as a prostitute, or is being detained against her will—

(*a.*) for immoral purposes, or

(*b.*) for purposes of emigration; or

(3.) That in any case within sub-section 1 or 2 any woman or girl, from fear, ignorance, or any other cause is unwilling or unable to disclose the true circumstances of the case;

he may inquire into the case, and may require any person in whose custody or under whose control she appears to be to furnish a photograph of such woman or girl and security in a reasonable amount, to the satisfaction of the Registrar General, that such woman or girl shall not leave the Colony without the previous consent in writing of the Registrar General, that she shall not be trained or disposed of as a prostitute or for immoral purposes, and that she shall be produced before the Registrar General whenever he so requires.

26. (1.) In default of such photograph and security being furnished, the Registrar General may, by warrant under his hand, order that such woman or girl be removed to a place of safety where she shall remain until she can be returned to the place whence she was brought or other proper provision can be made for the protection of her interests and liberty. Removal of woman or girl to place of safety in default of photograph and security.

(2.) The security to be furnished under this section shall be a personal bond, with one or more sureties in the form specified in the first Schedule to this Ordinance, or in such other form as is for the time being prescribed by the Governor in Council.

27. (1.) The Registrar General, if after due inquiry he is satisfied that any girl is being used for immoral purposes or is being trained for such purposes and that such girl is under the age of sixteen years, may by warrant under his hand and seal, order such girl to be removed to a place of refuge, where she shall be detained until further order, or until she attains the age of nineteen years or marries or is adopted, whichever event first happens. Order for removal to place of refuge.

(2.) A girl found living in or frequenting a brothel shall be deemed to be a girl who is being trained for immoral purposes.

28. (1.) Every woman or girl residing in such place of refuge as is referred to in the last preceding section shall be subject to such rules and regulations as may be made by the Governor in Council, and every woman or girl who, contrary to such rules and regulations, leaves any such place of refuge in which she is residing may be arrested and taken back to such place by any Police Officer or by any Officer appointed under this Ordinance, and specially authorized by the Registrar General in writing in that behalf. Rules for women and girls in refuge.

(2.) Every person who induces or assists any woman or girl so detained as aforesaid to leave, contrary to such rules and regulations as aforesaid, the place of refuge in which she is residing, or knowingly harbours any such woman or girl shall, upon conviction before a magistrate, be liable to a fine not exceeding one hundred dollars, or to imprisonment with or without hard labour for any term not exceeding three months. Penalty for inducing or assisting woman or girl to leave refuge

Penalty for communicating, etc. with woman or girl.

(3.) Every person who without just cause, the onus of proving which shall lie upon him, communicates or attempts to communicate with any woman or girl so detained as aforesaid or induces or attempts to induce such woman or girl to break such rules or regulations or any of them, shall be liable to the punishment in the last preceding subsection mentioned.

Recovery of sums due on promise or agreement already entered into.

29. In any suit which may hereafter be brought for the recovery of any sum due on any promise or agreement which before the 13th April, 1887 (being the date of the commencement of Ordinance No. 9 of 1887), has been entered into before the Registrar General with respect to the custody, maintenance, or giving in marriage of any female child, it shall not be necessary for the plaintiff in such suit to allege or to prove that any consideration was given for the said promise or agreement, and it shall not be competent for the said defendant to allege in defence that the Registrar General had no authority or power to require such promise or agreement from him, or that no consideration was given for the same.

Powers of Registrar General to search without warrant.

30. The Registrar General, or any officer appointed under this Ordinance and specially authorized for that purpose in writing by the Registrar General, shall have power without warrant to search any ship, boat, house, building, or other place where he has reasonable cause to suspect that there is any woman or girl who is or may be liable to be dealt with under the provisions of Part II. of this Ordinance, and may remove any such woman or girl to a place of refuge to be there detained until her case be inquired into.

Powers of Registrar General to summon persons who he thinks capable of giving information respecting women or girls.

31. (1.) The Registrar General shall have power, by notice in writing under his hand, to summon before him any person whom he may have reason to believe can give any information respecting any woman or girl mentioned in Part II. of this Ordinance and respecting the treatment of such woman or girl, or respecting any inmate of a brothel.

(2.) Every person who, upon service of such notice, shall not appear at the time and place therein mentioned, or who shall fail to produce all documents in his custody, possession, or power relating to such woman or girl, and to answer truthfully all questions which the Registrar General may put to him respecting such woman or girl, or in any way relating to the matter being inquired into or, without reasonable excuse (proof whereof shall lie upon him), neglects or refuses to produce such woman or girl when so required by the Registrar General, shall, on conviction before a Magistrate, be liable to a penalty not exceeding one hundred dollars or to imprisonment, with or without hard labour, for any term not exceeding three months.

Service of summonses, notices, etc.

32. All summonses, notices, and other documents required to be served under this Ordinance on behalf of the Registrar General shall be deemed validly and sufficiently served if served on or left with the person intended to be served or, if he cannot be found, if left at his last known place of abode or business by any person authorized in that behalf by the Registrar General.

Warrants, reception in evidence of.

33. Every warrant purporting to be issued in pursuance of this Ordinance or heretofore issued under any Ordinance repealed by this Ordinance and to be under the hand of the Registrar General shall be received in evidence in every Court of the Colony without further proof, and shall be evidence of the facts therein stated, and all acts done in pursuance of such warrant shall be deemed to have been authorized by law.

Registrar General's Office.

34. The place in which the Registrar General shall sit in discharge of his duties shall be such place as may, from time to time, be appointed for that purpose by the Governor.

Part III.

General Provisions.

Power for Governor to appoint officers.

35. (1.) The Governor may appoint such officers as may be necessary for carrying out the provisions of this Ordinance, and may make rules to regulate the performance of their duties.

(2.) Unless and until other officers are appointed under this Ordinance, the officers already appointed under any Ordinance repealed by this Ordinance shall have the same powers, duties, and privileges as if appointed under this Ordinance.

Presumption in respect of signatures to notices.

36. In any proceeding under this Ordinance, every notice, order, copy of regulations, or other instruments shall be presumed to have been duly signed by the person by whom and in the character in which it purports to be signed until the contrary is shown.

37. (1.) Any suit or prosecution against any person for anything done in pursuance or execution or intended execution of this Ordinance or of any Ordinance repealed by this Ordinance or of any rules or regulations made in pursuance thereof, shall be commenced within three months after the thing done and not otherwise. Limitations of suits and prosecutions.

(2.) Notice in writing of any suit and of the cause thereof shall be given to the intended defendant one month at least before the commencement of the suit.

(3.) In any such suit the defendant may plead generally or set up by way of special defence that the act complained of was done in pursuance or execution or intended execution of this or of such repealed Ordinance, or of any such rules or regulations as aforesaid, and may give this Ordinance and such rules or regulations and the special matter in evidence at any trial to be had thereupon.

(4.) The plaintiff shall not recover if tender of sufficient amends is made before suit brought or if, after suit brought, a sufficient sum of money is paid into Court by or on behalf of the defendant.

(5.) If a verdict passes or a decree is given for the defendant, or if the plaintiff becomes non-suit or discontinues the suit, or if on demurrer or otherwise judgment is given against the plaintiff, the defendant shall recover his full costs, and shall have the like remedy for the same as any defendant has by law for costs in other cases.

(6.) Though a verdict passes or a decree is given for the plaintiff, he shall not have costs against the defendant unless the Judge before whom the trial is had certifies his approbation of the suit.

38. (1.) The Governor in Council may make rules and regulations for and in respect of all or any of the following purposes or matters:— Power to make rules and regulations.

(*a*) The care, maintenance, and education of women and girls detained under Part II. of this Ordinance;

(*b*.) The manner and conditions in and under which the powers conferred by this Ordinance shall be exercised by the persons on whom such powers are conferred; and

(*c*.) Generally in relation to any matters, whether similar or not to those hereinbefore mentioned, as to which it may be expedient to make rules for carrying into effect the objects of this Ordinance.

(2.) Such rules or regulations shall take effect at the expiration of seven days after the publication thereof in the "Gazette," and a copy of the "Gazette" containing such publication shall be conclusive evidence of the due making and tenor of such rules or regulations.

(3.) Every person who disobeys or infringes any of such rules or regulations shall be guilty of an offence against this Ordinance, and upon summary conviction shall be liable to a penalty not exceeding fifty dollars, or to imprisonment with or without hard labour for any term not exceeding one month, or to both penalty and imprisonment.

(4.) Unless and until rules and regulations are made under this Ordinance, the rules and regulations made under any Ordinance repealed by this Ordinance shall continue to be as valid as if made and gazetted under this Ordinance, and any references in such rules and regulations to Ordinances, sections, or enactments repealed by this Ordinance shall be taken to apply to this Ordinance, and the corresponding sections or enactments of this Ordinance.

39. (1.) The Ordinances mentioned in the Second Schedule to this Ordinance are hereby repealed to the extent mentioned in the third column of that Schedule. Repeal.

(2.) The Resolution of the Legislative Council, passed on the 12th day of April, 1894, to the effect that, "Part II. of the 'Women and Girls' Protection Ordinance, 1890,' shall continue in force for a further period of five years," is also hereby repealed.

Passed the Legislative Council of Hongkong, this 31st day of May, 1897.

J. G. T. BUCKLE,
Clerk of Councils.

Assented to by His Excellency the Governor, the 10th day of June, 1897.

J. H. STEWART LOCKHART,
Colonial Secretary.

SCHEDULES.

Section 26.

THE FIRST SCHEDULE.

Form of Bond.

Know all men by these presents that we and are held and firmly bound unto Her Majesty the Queen, Her Heirs and Successors, in the sum of $ to be paid to the Colonial Treasurer for the time being of Hongkong, to which payment we bind ourselves and each of us and each of our Heirs, Executors, and Administrators, firmly by these presents.

Sealed with our seals.

Dated this day of 189 .

Now the condition of this obligation is that if one who is now residing at Hongkong shall not quit or be taken or removed from the Colony without the previous permission in writing of the Officer for the time being performing the duties of Registrar General, and shall not be trained or disposed of as a prostitute or for immoral purposes, and also if the said shall be produced from time to time before such Officer within 24 hours after notice in writing has been given to any or either of the said and requiring such production, then this obligation to be void, otherwise to remain in full force.

(L.S.)
(L.S.)

Signed, sealed, and delivered by the above-named and

In the presence of

Section 39.

THE SECOND SCHEDULE.

Table of Ordinances Repealed.

Number and Year of Ordinance.	Title or Short Title and Date of Ordinance.	Extent of Repeal.
Ordinance 4 of 1865 ...	An Ordinance to consolidate and amend the Enactments in force in this Colony, relating to Offences against the Person. [2nd June, 1865.]	Sections 42, 43, 46, 47, and 48.
Ordinance 9 of 1890 ...	An Ordinance to amend Ordinance No. 4 of 1865, relating to Offences against the Person. [24th June, 1890.]	The whole.
Ordinance 11 of 1890...	The Women and Girls' Protection Ordinance, 1890. [23rd July, 1890.]	The whole.
Ordinance 14 of 1891...	An Ordinance to amend the Women and Girls' Protection Ordinance, 1890. [22nd July, 1891.]	The whole.
Ordinance 7 of 1892 ...	An Ordinance to amend Ordinance No. 4 of 1865, relating to Offences against the Person. [20th May, 1892.]	The whole.
Ordinance 6 of 1894 ...	An Ordinance to amend the Women and Girls' Protection Ordinance, 1890, and Ordinance No. 14 of 1891, entitled an Ordinance to amend The Women and Girls' Protection Ordinance, 1890. [7th September, 1894.]	Sections 1, 2 and 3.

HONG KONG.

No. 16.

GOVERNOR SIR WM. ROBINSON to MR. CHAMBERLAIN.

(Received August 7, 1897.)

SIR, Government House, Hong Kong, June 30, 1897.

I HAVE the honour to address you on the subject of the great increase in the number of brothels in this Colony since the abolition of the system of registration.

2. Brothels in Hong Kong are distinguished as "open" and "sly." The former are known to the public, and any abuses connected with them can be comparatively easily detected and dealt with, especially as they are as a rule confined to certain localities. The number of "open" brothels remains much the same as when the system of registration was in force.

"Sly" brothels, however, have largely increased, much to the annoyance of the Chinese, who are most anxious that steps should be taken to control them, and to prevent the abuses which arise in connection therewith.

3. I enclose a report on this subject from the two Chinese Members of the Legislative Council, from which it will be seen that they practically recommend that the system of registration should be revived, and that brothels should be restricted to certain areas.

It will also be observed that they point out that the Chinese will not proceed against disorderly houses under section 4 of Ordinance 6 of 1894. This disinclination on the part of the Chinese to take such proceedings has rendered that section a dead letter, so that it is impossible to deal with "sly" brothels under that section, as suggested in paragraph 3 of your despatch of the 29th May, 1896.*

4. I have consulted the Registrar General and Captain Superintendent of Police on this important question, and both those officers recommend that in the interests of the liberty of the women and girls who enter brothels, the system of registration and the power to confine brothels to certain areas be revived.

In their recommendation I concur, especially as it is intended to protect the liberty of Chinese women and girls who come to this Colony.

5. I fear that unless steps are taken to cope with the evils to which "sly brothels" give rise, the Chinese will be discouraged from bringing their families to Hong Kong, which may affect the prosperity of the Colony.

I have, &c.,
WILLIAM ROBINSON.

Enclosure in No. 16.

JOINT REPORT BY MESSRS. HO KAI AND WEI YUK.

From reliable information furnished to us, as well as personal observation, we can positively affirm that there has been in the Colony a considerable, though gradual, increase in the traffic in women and girls for immoral purposes. The increase has been going on for the last two years, and it commenced soon after the abolition of the registration of brothels. We are of opinion that at the present moment the number of prostitutes residing in the so-called "sly" brothels amounts to at least twice the figures given by Inspector Stanton in his report, dated the 22nd January, 1897. The increase is likely to go on at a quick rate, and unless a speedy and efficient check be put upon this most iniquitous and immoral trade, this Colony will soon be overrun by these infamous and unfortunate women. We hear that of late many societies have been founded in Canton and elsewhere for the procuration of women and girls for prostitution in Hong Kong.

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* Not printed.

The evil effects of the increase of "sly" brothels in this Island is everywhere painfully apparent, especially so to parents, guardians, and employers of female labour. These "sly" brothels are scattered all over the Colony, more especially in the Central District, and right in the midst of family residences of the Chinese. The respectable Chinese, as was predicted by us, did not like to avail, and have not in a single instance availed, themselves of the provision of law that enables the householders in the neighbourhood to lay a complaint before a Magistrate, and have any disorderly house in the vicinity closed, and some of them have actually preferred removing their families to Canton or elsewhere to instituting a prosecution under this provision of law.

We are confident that the Government will not permit such a state of things to continue for long, and in this belief we venture to offer a few suggestions for consideration.

We are aware that under the Ordinance for the Protection of Women and Girls, the Registrar-General is invested with special powers for checking the traffic in women and girls, and without such powers it is certain that the evils now complained of would be much worse than they actually are, but the large increase in the number of brothels renders the exercise of the powers under the Women and Girls' Protection Ordinance all the more difficult, especially as there is no authority under that Ordinance to deal with the houses in which girls are found. We therefore recommend that the Registrar-General, in addition to the powers he already possesses, should be authorised to close any house or part of a house which he is satisfied is being used for immoral purposes. As we have stated above, experience has shown that the Chinese will not appear in the Police Court to lay a complaint against disorderly houses, but we do not think they would hesitate to complain if the Registrar-General had the power to institute an inquiry, either on information received through the police or members of the community, and to close such houses as are being used for improper purposes, and are situated in undesirable localities. In addition to increasing the powers of the Registrar General in the direction indicated, we submit that all brothels or houses of ill-fame, whether "open" or "sly," should be located in and confined to a particular district, say Taipingshan, and not be allowed to be placed close to and in the midst of the family residences of respectable Chinese.

We sincerely hope that stringent measures be passed to deal with this crying evil before it is too late, and on behalf of the Chinese community of Hong Kong, we would urge the Government to give the subject its earnest and early consideration.

Ho Kai,
Wei Yuk.

1st June, 1897.

HONG KONG.

No. 17.

CHINA ASSOCIATION to COLONIAL OFFICE.

(Received September 3, 1897.)

Sir, China Association, 159, Cannon Street, August 30, 1897.

In pursuance of my letter of the 31st May,* I have the honour, now, to submit for your consideration letters from the Hongkong branch of this Association, representing the urgent necessity of reviving regulations for the control of contagious disease.

The Reports and Statistics which the Hongkong Committee adduce in support of their case exhibit in striking contrast the persistent improvement in the sanitary conditions which followed the enactment of such Regulations in 1858, and the immediate revulsion and deterioration which ensued upon their rescission. Previous to 1858

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* No. 14.

Hongkong was proverbial for an aggravated form of venereal disease. The enactment of what are known as the Contagious Diseases Ordinances in that year produced a steady decrease in the number of cases and virulence of the disease till the position was reversed, and the Colony became noted throughout the Services as one of the healthiest, in this respect, in the Empire.

The repeal of similar legislation in India was followed by repeal, in 1887, in opposition to strongly expressed official and public opinion, in the Straits Settlements and Hongkong—with the result that the ratio of admissions, which had sunk to 156 per 1,000 in 1886, rose to 359 in 1896, and actually half the garrison (499.29 per 1,000) were admitted to hospital in the first four months of the current year. It is, perhaps, even more significant of the deplorable consequences which the repeal of the Acts has entailed, that the cases of secondary syphilis, which had sunk to 38 per 1,000 in 1886, reached 106 per 1,000 in 1896, and figure at 101 per 1,000 in the first quarter of '97. The ration of admissions to hospital, the ratio of constantly sick, and the virulence of type have, in fact, gone on augmenting till the conditions are now scarcely less evil than in the days when the Colony was a by-word.

Stress has been laid on the health of the garrison because the effects are more directly evident, and statistics more precise, in the case of men who are continuously ashore; but the testimony of Naval Reports is no less convincing. The evidence of Dr. Pottinger—who remembers the prevalence and virulence of the disease in 1851, but finds syphilis had all but disappeared from the Colony in 1870—and the Report on the Health of the Navy for 1891—which emphasises the renewed prevalence and bad type and the "amount of injury done more especially by syphilis since the Contagious Diseases Acts were abolished * * * and which, if something be not done to minimise the evil, will seriously impair the efficiency of the service, and do incalculable injury to innocent wives and children"—may be quoted as summing up the case.

It is hardly necessary to remark that the mercantile marine and the civil population suffer also from the state of things disclosed. Such cases cannot be tabulated, nor their history followed, with the same precision as in the case of the Services; but their occurrence and the severity of the consequences are familiar to medical men connected with the East.

The Chinese, both in Hongkong and the Straits, unquestionably regarded the Acts with favour, and deplore the extension of sly brothels and the lessened control over kidnapping of women and girls that has resulted from their withdrawal. The inmates of the Registered Houses used, it is understood, to submit willingly to examinations which they found to be protective in every sense. For a time, indeed, they continued to attend voluntarily, after compulsion had ceased; but the support of the law was necessary to sustain them against influences adverse to the continuance of their visits, and the continuance and extension of disease, through the want of timely and efficient medical assistance, has gone on with appalling results.

This Association would be travelling outside its province in alluding more precisely to the Straits Settlements; but the cases of the two Colonies are so similar, and communication between the two is so intimate and frequent, that the representations of Hongkong cannot but be strengthened by showing that similar harm has been caused in both.

Table showing the Statistics of Venereal Disease among the troops in Hongkong and the Straits Settlements combined in 1884, *during the prevalence of the C. D. Ordinances.**

1884.	Primary Syphilis.	Secondary Syphilis.	Gonorrhœa.	Sequelæ of Gonorrhœa.	Total.
Admissions	62	46	154	26	288
Ratio of Admissions per 1,000 of strength...	31·2	23·2	77·5	13 1	145
Constantly sick per 1,000 of strength ...	2·92	1·68	5·15	1 04	10·79

* *See* Army Medical Department Report for 1884, p. 188.

Tables showing Statistics of Hongkong and the Straits separately, in 1895, *eight years after the repeal of the Ordinances.**

HONGKONG.

1895.	Primary Syphilis.	Secondary Syphilis.	Gonorrhœa.	Sequelæ of Gonorrhœa.	Total.
Admissions	67	96	292		455
Ratio of Admissions per 1,000	44·2	63·4	192·7		300·3
Average constantly sick	5·93	6·54	22·50		34·97
Constantly sick per 1,000	3.91	4·32	14·85		23·08

THE STRAITS SETTLEMENTS.

	Primary Syphilis.	Secondary Syphilis.	Gonorrhœa.	Sequelæ of Gonorrhœa.	Total.
Admissions	330	190	287		807
Ratio of Admissions per 1,000	241·2	138·9	209·8		589·9
Average constantly sick	28·82	14·49	16·05		59·36
Constantly sick per 1,000	21·07	10·59	11·73		43·39

The case may be safely left in presence of these figures. To remark upon the reduction of the garrison in defensive strength would be to labour an obvious point. The reflection suggests itself, equally, that the increased subsidies which have been lately demanded are proportionately neutralised by these increasing inroads of preventable disease. The garrisons are admittedly small for the services that may at any time be required of them, and are based apparently on the calculation that every man, or nearly every man, will be fit for duty. The inference seems inevitable that, if steps to reintroduce the Ordinances are not taken, the strength of the garrisons ought to be raised to meet the deficiency which arises from their withdrawal. Confidence is felt, however, that other considerations will prevail. The steps which have been taken lately, with the approval of Parliament, for the better protection of our Army in India, show that public opinion has been awakened to the evil consequences that have ensued from the abandonment of precaution in that great Dependency, and the Committee trust that the facts which they have the honour to adduce will convince H.M.'s Government that the re-enactment of ordinances which were wholly beneficent during their operation, is equally necessary in the Farther East.

I have, &c.,
R. S. GUNDRY,
Hon. Sec. China Association.

Enclosure in No. 17.

CHINA ASSOCIATION, Hongkong, to GENERAL COMMITTEE, London.

SIR, Hongkong, May 12, 1897.

I HAVE the pleasure to hand you herein statistics containing a comparative statement of the health of the troops in garrison during 1884-6 and 1894-6. The figures speak for themselves.

The Colonial Secretary has promised his assistance in procuring further statistics in other directions, which I hope to hand you shortly. Until these are available, it seems unnecessary to further refer to the opinions entertained by the Committee, than to repeat that they are prepared to support a movement having for its object the control of Contagious Diseases.

F. HENDERSON,
Hon. Secretary.

R. S. Gundry, Esq., Hon. Secretary,
China Association, London.

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* *See* Army Medical Report for 1895, p. 200–3.

Hongkong Garrison.

Statistics of Venereal Disease in the three years 1884–6 (*before the abolition of the Contagious Diseases Acts*), *as compared with three years* 1894–6 (*after their abolition*).

1. Ratio per 1,000—Admission into Hospital.

Disease.	1884.	1894.	1885.	1895.	1886.	1896.
Primary Syphilis	31·2	67·8	34.3	44·2	31·7	65·31
Secondary Syphilis	23·2	67·8	24·7	63·4	38·3	106·12
Gonorrhœa	90·6	190·1	79·10	192·7	86·8	188·44
Totals	145·0	325·7	138·1	300·3	156·8	359·87

2. Ratio per 1,000 constantly Inefficient.

Disease.	1884.	1894.	1885.	1895.	1886.	1896.
Primary Syphilis	2·92	6·39	2·63	3·91	2·82	5·51
Secondary Syphilis	1·68	5·84	1·85	4·32	2·18	8·32
Gonorrhœa	6·19	12·19	4·43	14·85	6·13	12·18
Totals	10·78	24·42	8·91	23·18	11·13	26·01

Average increase in ratio per 1,000 admissions for all forms of Venereal Disease 181.9

Average increase in ratio per 1,000 constantly sick for all forms of Venereal Disease 14.26

The statistics for the first four months of the present year (1897) show a further increase, the admissions and constantly sick being at the following ratio per 1,000.

	Admissions.		Constantly Sick.
Primary Syphilis	99.03	...	9.92
Secondary Syphilis ...	101.10	...	8.18
Gonorrhœa	299.16	...	20.94
Totals	499.29	...	39.04

The statistics for 1884-5 and 6 include those of the Straits Settlements, but the figures are probably only slightly affected by this, the rates at Hong Kong in those years being rather higher than at Singapore.

May, 1897.

China Association, Hongkong, to General Committee, London.

Sir, Hongkong, May 29, 1897.

In continuance of statistics having reference to the control of Contagious Diseases, I beg to hand you returns received from the Naval Authorities here. These figures, you will notice, extend to 1895 only, but I am given to understand that you will have no difficulty in procuring at home similar figures for 1896, which have as yet not reached Hongkong. I further enclose transcript of telegram despatched yesterday. * *

"Enforcement contagious ordinance imperative. Condition garrison deplorable."

Further statistics are being prepared, and the working of the Contagious Diseases Act will be again referred to at an early date.

F. Henderson,
Hon. Secretary.

R. S. Gundry, Esq., Hon. Secretary,
China Association, London.

SIR, Royal Naval Hospital, Hongkong, May 16, 1897.

IN forwarding the accompanying statistical table of Venereal Diseases occurring in the men of the Squadron employed on the China Station in the year 1895, in accordance with your memo. of 12th inst., I have the honour to remark that the information therein tabulated is derived from the "Statistical Report of the Health of the Navy" for that year, the Report for 1896 not having yet been published.

I would further observe that the mean force, corrected for time, employed on the Station in 1895 was 5,000.

G. MACLEAN,
Dep. Insp. General.

To Commodore Swinton C. Holland, A.D.G., R.N.

Statistics of Venereal Diseases occurring in the Squadron on the China Station in the year 1895.

Disease.	No. of Cases.	Days Sickness.		Total.	Ratio per 1,000 of Strength.
		On Board.	In Hospital.		
Syphilis { Primary	350	6·604	2·569	9·173	70·0
Syphilis { Secondary	155	2·462	3·540	6·002	31·0
Gonorrhœa and Sequelæ	642	9·944	3·852	13·796	128·4
Totals	1,147	19·010	9·961	28·971	229·4

HONGKONG COMMITTEE to GENERAL COMMITTEE.

SIR, China Association, Hongkong, July 6, 1897.

IN accordance with the request contained in your favour of 29th April, I have now the pleasure to hand you, in addition to those formerly sent, the accompanying documents having reference to the control of certain contagious diseases.

In calling these to your attention I desire to point out that the Local Medical Reports, though not consecutive, deal with a period of thirty-one years, and express the unanimous opinion of successive Colonial Surgeons (two of whom, Dr. Murray and Dr. Ayres, had each long and intimate acquaintance with the Colony, and a wide experience of the working of the Contagious Diseases Ordinances) as to the beneficial effects of medical supervision.

These reports speak emphatically, and are not less convincing of the terrible consequences brought about by abandonment of precautionary measures, than they are of the benefits which followed the enforcement of systematic control.

Previous to 1858, the year in which the Contagious Diseases Ordinances first came into operation, Hongkong had an evil repute as being a hot-bed of venereal disease, and of having developed syphilis of a particularly virulent type, which become known as "Hongkong disease," and, following the ordinary course of contagious diseases when left uncontrolled, was widely disseminated.

With the introduction of the above Ordinances matters gradually improved, and year after year there followed a steady decrease in the number of cases and in the virulence of the disease until 1888, when it had almost disappeared, and Hongkong had become, in the opinion of both Army and Naval medical men, one of the healthiest stations, in respect to venereal diseases, in Her Majesty's dominions. Decadence followed the withdrawal of the Ordinances in 1888; and the records brought up to the present date afford the clearest evidence that as regards the prevalence of disease Hongkong has, in the absence of controlling influences, deteriorated to such an extent that the present state of affairs is scarcely less deplorable than that which existed in the earlier days of the Colony before restrictive measures had been attempted.

If, as seems to have been abundantly proved, good reasons exist why the Contagious Disease Ordinances should be reintroduced into India, the foregoing statements, amply corroborated by the medical reports to which your attention is now being directed, are conclusive that remedial measures for the protection of the community are as urgently needed in Hongkong as in India, and it is the earnest hope of the Committee that action in that direction will not be long delayed.

The gradual change in public opinion in England, apparently largely due to the startling accounts sent home in regard to the condition to which the troops in India have been reduced by disease, seems to have brought a majority to the side of those who advocate a return to restrictive measures. It appears not improbable that a good deal of the opposition emanating from persons actuated by, no doubt, conscientious scruples will be withdrawn, and thus render more easy of accomplishment the self-imposed task of those who are striving for reform.

To those who deny the right of interference—the result, doubtless, of honest conviction, and for that reason worthy of respect—neither facts nor figures seem to appeal; but it is difficult to imagine that even they, however much they may consider the penalties attaching to the transgression of their code of morals only just retribution, will continue to much longer oppose a movement which has among other aims the protection of innocent women and children from the fearful consequences of contamination, the occurrence of which only strong measures can prevent.

The Committee are in entire sympathy with a movement which aims at the amelioration of the present existing state of things, and will be prepared to cordially support any steps you may deem it desirable to take towards the advancement of that object.

That the re-introduction of the Contagious Diseases Ordinances, not only in India, but also in the Straits Settlements and Hongkong, is imperative, has been so abundantly proved that the Committee consider it unlikely that the suggestion will any longer meet with opposition at the hands of Her Majesty's advisers. The effectiveness of the Ordinances might be much increased if, in view of the power possessed by even a single individual of spreading infection, more stringent laws were imposed as to the examination and segregration of women; but if the principle is admitted, such details may be safely left to be dealt with by medical experts.

I may mention that the two medical gentlemen already referred to are both in England—Dr. Ivor Murray, at present practising in Scarborough, and Dr. Ayres, resident, I believe, in London—and would, if applied to, be only too happy to furnish you with any information it may be in their power to supply in addition to that contained in the reports herewith, and would no doubt be also willing to testify afresh as to the efficacy of the Contagious Disease Ordinances in Hongkong while under their observation.

It is intended to address the Governor, asking his assistance in the endeavour to bring about the reintroduction of the above Ordinances, and a copy of the letter will be forwarded to you when written.

F. Henderson,
Hon. Secretary.

R. S. Gundry, Esq.,
Hon. Sec. China Association, London.

Colonial Surgeon's Report, 1861.

Table VII. affords a complete answer to those who think that the Ordinance under which this institution was established has effected no good. It will be seen that during the four years it has been in force 1,089 infected women have been segregrated from the localities in which they could convey infection, and that during a total of 30,072 days; or, in other words, supposing that every infected woman could only convey disease to one man during each day she was diseased, we have at least 30,072 cases of disease prevented—or, at all events, 30,072 opportunities of conveying disease have been prevented. The table shows further that the average number of days in which these diseased women have been under treatment has steadily decreased until it has almost reached the minimum we can look for. This proves the disease to be milder in type, and to have been arrested in its earlier stages.

Colonial Surgeon's Report for 1862.

I must be permitted to hazard the statement (the data for arriving at which I have given in former Reports), that of the total sick, in all Hospitals in the East, fully 25 per cent. are afflicted with venereal disease.

So completely satisfied am I of the incalculable benefit that has resulted to the Colony from the Ordinance under discussion, that I shall be glad to see its provisions extended to both the so-called purely Chinese houses and to that still more fertile source of infection, the boat population.

Both Military and Naval Officers concur with me in estimating very highly the advantage of the Ordinance as affecting the health of their men—of which I have received numerous proofs.

Dr. Home, the present Deputy Inspector and Principal Military Medical Officer, who had experience of the Colony prior to the introduction of the Ordinance, writes:—"On behalf of the Army Medical Officers stationed here I have pleasure in expressing to you the great advantage we have derived from the excellent sanitary arrangements in force in regard to prostitution. Venereal disease, from being, but a few years ago, one of the most common causes of unfitness for duty here, has now become of comparatively rare occurrence."

Dr. Sexton, Assistant Surgeon of H.M.'s 5th Bombay Light Infantry, made the following statement last May:—"Among 427 men, the total strength of the detachment at present quartered at Hongkong, only 4 cases of venereal disease have occurred during the months of March and April, 1862; that is to say, at the rate of two cases, or 0.5 per month. No less remarkable is the mild form under which the disease presents itself; that it has become extremely amenable to treatment is best evidenced by the fact that the average number of days under treatment of each case only amounted to 8.5; a result almost unprecedented in the statistical history of this disease."

Colonial Surgeon's Report for 1864.

This table points out, further, that the duration of treatment has steadily diminished up to last year. The increased ratio I believe to be referable to two causes, viz.: the return from Shanghai and the North of many badly diseased women, and some imperfections in the Ordinance, which the women have discovered and by which they are enabled to evade the Inspector of Brothels.

(Appendix to) Colonial Surgeon's Report for 1868.

Sir, Royal Naval Hospital, Hongkong, February 14, 1869.

In compliance with your wishes, I herewith send you the following information relative to the prevalence of syphilis amongst the ships of war at this port.

Since my appointment to H.M.S. "Melville" in October last, 38 cases of primary and 20 of secondary syphilis have been treated; they were all contracted either in Japan, Shanghai, or Singapore, and not in one instance can I trace the disease to infection at Hongkong.

By referring to the Nosological Returns from 1st January till the date of my appointment (9 months), I find that 43 cases of primary and 15 of secondary syphilis were admitted into hospital, but I am unable to inform you exactly where the disease was contracted; most probably in Japan, as the majority of the patients belonged to the "Rodney," which had visited Yokohama, where the crew got leave, and suffered much from syphilis subsequently.

Geo. Birnie Hill,
Staff Surgeon in Charge.

Dr. J. I. Murray, Colonial Surgeon.

Colonial Surgeon's Report for 1869.

Lately the Contagious Diseases Acts have been brought somewhat prominently before public notice, singularly enough by an association of "earnest and pertinacious ladies, who are banded together with the avowed object of procuring the repeal of these Acts." It therefore behoves those who are, like myself, greatly in favour of their extension, and who possess unusual opportunities of judging of their working, to come forward and express their convictions. I need not, therefore, hesitate to record, in this Official Report, the result of about twelve years daily supervision of the System of Inspection and Control, as carried out in this Colony.

It appears to me that the questions of most importance to be answered are:—

1.—Does syphilitic disease left unchecked inflict serious injury not only on the individual affected but on generations unborn?

2.—Is it possible by any legislative means to check the spread of this fearful scourge?

3.—How far can legislative interference be applied to the male as well as to the female sex?

4.—What has been, in this Colony, the sanitary result of such interference?

It will not be necessary to dilate on the first point. It is unfortunately too well known how the victims of this loathsome disease are lowered in their moral and physical condition; how from symptom to symptom they may, after years of misery, sink finally into a premature grave. But it is not perhaps so well known that the wide-spread scrofulous and consumptive taint of the human race is traced by some men of science to syphilitic poison. Nor is it sufficiently recognized how such a poison, coursing through the system, renders the infected person immeasurably more liable to and less able to resist the inroad of other diseases. This is a subject particularly important to the residents of tropical climates; for, could the united experience of medical practitioners in the tropics be reduced to a statistical form, it would prove not a little startling to find how large a proportion of the mortality and invaliding could be traced directly, or remotely, to syphilitic disease.

That it is possible to a great extent to reduce, if not entirely prevent, the spread of this disease by legislative measures is a fact generally admitted by all unprejudiced persons. A most notable instance of this power was seen some years ago in Malta, where, up to 1859, a strict system of supervision and personal inspection was maintained, and the disease was in consequence almost unknown. The system was then abandoned, as it was found to be a "traditional abuse of power" which at last was resisted by the peculiar class of persons concerned, and Malta, for a time, and until the passing of an Ordinance, became as bad as any other garrison town in respect to contagious disease. The same result cannot be shown in Hongkong, but I shall be able presently to point out the great improvement that has resulted from legislative interference, not only in reducing the extent, but also the malignity of the disease.

The great outcry against the Contagious Diseases Acts now (for the old plea of the immorality of licensing vice has been partly abandoned) is that they deal unfairly in the case of the two sexes and, as the present opponents of these Acts say, punish the comparatively innocent female and let her more guilty partner in iniquity go free. This is a great mistake on their part, for these Acts are not introduced for the purpose of punishment, but with the sole object of restricting the extent of contagion, and curing the disease. Moreover, in this Colony at least, the Acts are, as far as practicable, applied to the male sex equally. Thus, before leave is granted to seamen of the Royal Navy, they all undergo medical inspection, and are detained on board if found diseased. By a very slight outlay a similar inspection might be made of all merchant seamen, and I hope still to see that this will be considered to be one of the duties of the Health Officer or Officers of the Port. The whole of the Police Force undergo a similar examination once every month, and certainly the garrison might be equally examined. (Sir H. Storks recommends that the men should be examined at least once in seven days.) Lastly, as if to meet the objections of those who consider these Acts as one-sided, it is specially provided in our local Ordinance that all seamen known to be diseased, residing in any boarding house, must, under a heavy penalty, be reported to the Harbour Master for the purpose of transference to hospital. There only remain, therefore, the higher class of transgressors against whom it is more difficult to proceed; and, as if to balance this, the numerous Portuguese and European prostitutes who now frequent the Colony appear to be equally exempted from all interference on the part of the Executive. And here a very important question presents itself, viz., whether disease has increased among the class of young men who formerly frequented the native establishments. For my own part, I am inclined to the opinion that it has so increased, but I am not prepared with statistics on this subject.

Lastly, I come to consider the question of the sanitary result of legislative interference in this Colony, and I am glad to be able to point to some very substantial benefits.

In 1859 I wrote, "Both among Naval and Military invalids the syphilitic amount "to nearly 25 per cent. of the whole, and this is very nearly the same proportion in the "Government Civil Hospital. In one ship numbering in all 523 hands, of which 300

" had been on the sick list during the last quarter, 77 of these were for venereal " diseases, being at the rate of 25.66 per cent. of the total sick, or 14.72 per cent. of the " total strength; and that, be it observed, in one quarter. In the Government Civil " Hospital the proportion of venereal cases was 138 out of 591 admissions, being in the " proportion of 23.18 per cent." Now if the Returns accompanying this Report be contrasted with that former state of matters, it is seen, during the year 1869, as the result of the working of the Contagious Diseases Ordinance, that disease was greatly decreased. In the Government Civil Hospital, even in spite of the great number of cases sent by the Harbour Master, the percentage of syphilitic cases was reduced to 15.82. In the garrison, the percentage of primary disease to the total strength was only 6.83, according to a Return compiled from data furnished to me by Dr. H. Heffernan, the Deputy Inspector-General. In the Police, it was 16.66 against 31.00 per cent. in 1862, as shown in Table XV.; and in a most interesting letter* addressed to me by Fleet Surgeon Dr. Maccoun, of the United States ship "Delaware," on the eve of his departure from the Colony, he says:—"Since my arrival on this Station in the Spring of 1868, I have been " struck with the benefit derived from the system of Registration and Inspection of " public women, so ably carried out in this Colony. During our visits to Hongkong but " few have been infected, and the type of the disease is very mild." . . . But the whole letter deserves to be carefully perused, and I think, coming from a perfectly independent source, it is one of the most valuable testimonies that could be adduced in support of the good results of the system. And if we turn to Table X., we find that the type of the disease must have equally improved; at least, the average duration of treatment, which may be considered to be a fair test of the severity of a case, has diminished from 43.8 days in 1858 to 24.8 in 1869. I admit that the working of the Ordinance is by no means perfect, and I am still of opinion that all prostitutes, whether in so-called purely Chinese houses or others, should be examined. In this opinion I am not supported by some of those who are supposed to be peculiarly conversant with the habits of the natives, and in deference to their opinion those houses are exempted from the action of the Ordinance. But I am confident that until all prostitutes are subject to the requirements of the Ordinance these results will be limited, for I am aware that the inmates of the so-called purely Chinese brothels will visit the houses of Europeans, although they may not admit them into the brothels under the dread of losing their license.

The only question that remains to be referred to, and that very cursorily, is whether the Ordinance under discussion has had any effect in withdrawing the fear of syphilitic infection from those upon whom it has had a deterrent effect. Such an idea will not bear investigation. The frequenters of brothels are either under the influence of drink at the time, or have lost all dread of the consequences. In no case, I believe, will young men be led into temptation for the first time because they can fall with impunity. As long as men are men, vice will continue, and it is clearly the duty of the legislature to protect, if not the actual transgressor, at all events the innocent, from the fearful consequences of disease.

Report of the Colonial Surgeon for the Year 1870.

In my last Annual Report, I entered so fully into the question of the working of the Contagious Diseases Ordinance that I can do little more, on the present occasion, than refer to the statistics contained in Tables A, B, C, and D of the Appendix. It will be

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United States Flag Ship "Delaware."

* My Dear Dr. Murray, Hongkong, 12th March, 1870.

Since my arrival on this Station in the Spring of 1868, I have been struck with the benefit derived from the system of Registration and Inspection of public women, so ably carried out in this Colony.

In most of the ports visited by our ships the men have suffered from syphilis, and especially in Japan where the disease exists in its most virulent form. But during our visits to Hongkong but few have been infected, and the type of the disease is very mild. In proof of this, I would mention that the crew of this ship, numbering four hundred and seventy men, have lately been granted liberty and only five cases of chancre (chancroid) have been noticed.

Such a result as this proves the great benefit derived from the system; and on the eve of my departure from Victoria I deem it a duty, as well as a pleasure, to express to you my high appreciation of your labours in the cause of humanity, as well as to congratulate you upon the success with which they have been crowned.

(Signed) Robert L. Maccoun,
Fleet Surgeon, U. S. N.

Dr. Murray, Colonial Surgeon,
Hongkong.

seen that a great improvement has taken place during the past year. In the two Hospitals, the percentage of contagious disease contracted in Hongkong to all admissions, was 8.96, against nearly double that amount in 1869. In the Garrison the percentage of primary disease to the total strength was reduced to 5.51, against 6.83 in 1869; and among the British ships of war which have visited this port during the past year, only 116 cases of contagious disease were contracted in Hongkong. In the Police, a similar improvement has taken place, and the percentage of infection has been reduced from 16.66 in 1869 to 13.75 in 1870. Again, in turning to Table X, we find that the type of the disease is undergoing a steady improvement, under the strict surveillance to which the women are subjected; the average number of days of treatment having further diminished from 24.8 in 1869 to 23.1 in 1870. The whole of these Tables, as well as Table XIV., convey a large amount of information, and will well repay a careful study.

I have added, in Appendices E† and F*, a letter addressed to me by Deputy Inspector-General Pottinger, of H.M.'s Naval Hospital, and statistics from Surgeon Ramsay, of H.M.'s 71st Regiment, in reference to the freedom of men of his regiment from contagious disease. The evidence of these gentlemen is extremely valuable, and gratifying to myself, under whose care the medical examinations have been carried on for the past twelve years. Both gentlemen have had experience of Hongkong, and known what "Hongkong Disease" was before the introduction of the Contagious Diseases Ordinance into the Colony—and both agree as to the great contrast. Dr. Pottinger says: "Judging from my own experience, I should say that syphilis has *all but* disappeared from the Colony." Dr. Ramsay writes: "I may add that during an experience of 16 years as an Army Medical Officer, in all climates, I have not seen a similar immunity."

H.M.'s Hospital Ship "Melville,"
Hongkong, December 28th, 1870.

† MY DEAR SIR,

AS you are about to leave this Colony for a time, I would beg to address a few words to you on the subject of the working of the Contagious Diseases Ordinance carried out under your inspection. During the years 1849–50 and 1851 I was Surgeon of the *Reynard*, Sloop of War, on the Chinese Station, and though unfortunately I am not in possession of my Journal for that vessel, I have a vivid remembrance of the sufferings of the crew from syphilitic disease in Hongkong. On every occasion when the men had leave on shore, a large proportion of them became affected with the disease . . . [allusion made to the severity of the type]. Secondary symptoms were also of frequent occurrence, often requiring the patients to be invalided and sent home. The altered state of things at the present time is very striking. During the year and nine months that I have had charge of this Hospital . . . [allusion made to decreased severity of type]. Judging from my own experience, I should say that syphilis has *all but* disappeared from the Colony, and I have no hesitation moreover in attributing this success to your particular method of examination, which I have repeatedly witnessed . . . Could a similar system of examination be established in the Treaty Ports of China and Japan, a great boon would indeed be conferred on the Naval squadron serving in these waters.

(Signed) ROBERT POTTINGER.

Dr. Murray, Colonial Surgeon,
Hongkong.

**Statistics of Disease in H.M.'s 75th Regiment from 21st December, 1868, till 21st December, 1870.*

1. Average Strength during the above-named period, 428·5.
2. Different forms of Venereal and the number of cases of each between the above-named dates:—

Primary Syphilis.	Secondary Syphilis.	Gonorrhœa.	Total.
17	10	39	66

The forms of Secondaries were very mild, amenable to treatment, and left no sign of permanent injury.

The above figures speak for themselves, and show the great gain which the enforcement of the Contagious Diseases Act has been to the Government in preserving the health of the men of the Regiment. I may add that during an experience of 16 years as an Army Medical Officer in all climates, I have not seen a similar immunity. To me it is the more striking as I can look back on the prevalence and terrible severity of the disease which existed in this Colony in 1857, when "Hongkong Disease" was a well-known bye-word. At times for an entire month there has not been a man reported as suffering from any form of Venereal, thus attesting the thorough manner in which the duties in connection with the Contagious Diseases Act have been carried out, and the efficacy of legislation against this "Scourge of humanity" seen in a Colony like Hongkong whose ever shifting population, native and foreign, must render success unusually difficult.

(Signed) W. RAMSAY, F.R.C.S.L.,
Surgeon, 75th Regiment.

REPORT OF THE ACTING COLONIAL SURGEON FOR THE YEAR 1871.

Whatever may be said against the working of the "Contagious Diseases Act" at home, there can be no doubt that in Hongkong the results are most satisfactory and valuable. In Table C it will be seen that out of 460 men admitted to the Military, Naval Police, and Seamen's Hospitals, 157 contracted the disease elsewhere than in Hongkong, and out of an average monthly number of 10,904 men in Port and Garrison, only 0.34 per cent. per month were diseased.

EXTRACTS from Special Report on Lock Hospital by Dr. R. Young.

5.—A reference to Table A shows that the type of disease met with is more amenable to treatment, from the fact that the average number of days during which patients were detained in Hospital has been reduced to a shorter period than has yet been reached during the past 14 years of the Hospital's existence. In 1870 it was 23.1 days, while during 1871 it has been 18.5 days.

6.—Tables B, C, D, E, and F show the amount of venereal disease met with in the Hospitals of this Colony, and the measures taken to prevent its spread. It will be seen on reference to Table C that in two-thirds of the admissions into the Seamen's and Civil Hospitals, the disease was not contracted in Hongkong. But for the Contagious Diseases Ordinance, there would soon be abundance of venereal disease in the Colony. I base this assertion on the fact that about 50 per cent. of those who for the first time submit voluntarily to examination are found to be diseased.

7.—I am frequently assured by Surgeons well qualified to give an opinion on the subject, that there is no place so free from this disease as Hongkong; and I am sure that when once the good that emanates from this Ordinance is properly understood at home, it will receive as much support as it now does opposition.

REPORT OF THE ACTING COLONIAL SURGEON FOR THE YEAR 1872.

Tables A, B, C, D, E, and F show the Statistics of the Hospital and the working of the Contagious Diseases Act in Hongkong. In Table C it will be found that of the 432 men diseased, 129 contracted the disease elsewhere than in Hongkong. The average number of men in Port and Garrison per month is 12,010, and the average of men diseased is only 0.29 per month. Last year the average was 0.34.

EXTRACTS FROM THE REPORT OF THE COLONIAL SURGEON FOR THE YEAR 1888.

Last year I reported the abolishment of the Contagious Diseases Ordinance, and the unexpected wishes of the women of all classes to continue the Medical Examination. This voluntary attendance has been, contrary to my expectations, wonderfully good and regular; but, notwithstanding this, the cases admitted to Hospital are of a much graver type. . . . . .

The extent of the severity is well indicated by the average number of days under treatment, which has risen from 13.9 to 24.4, a larger average than has occurred since 1869.

At any rate I think it is well shown by these tables that the voluntary examination of the women is doing a great deal of good. We have much to be thankful for that they have shown so much sense, and it speaks well for the way the examinations are conducted in this Colony that they have caused no offence to the women.

EXTRACTS FROM THE STATISTICAL REPORT ON THE HEALTH OF THE NAVY FOR 1891.

Foremost among the localities at which these diseases were contracted stand Hongkong and Singapore, at which places a severe form of disease, frequently followed by constitutional symptoms, obtains. The medical officer of the "Egeria" makes the following remarks, "Concerning venereal diseases the amount of injury done by them is "simply lamentable, more especially by syphilis, which, since the 'Contagious Diseases "'Acts' were abolished at Hongkong and Singapore, has become very prevalent and of "a bad type, and which, if something be not done to minimise the evil, will seriously

" impair the efficiency of the service on this station, and do incalculable injury to inno-
" cent wives and children. At the present time, when the crew is mustered, it is
" deplorable to see so many fine young men whose constitutions are ruined and their
" usefulness in the service pretty well destroyed by this preventible disease; the number
" I know to be so diseased is quite alarming; half the cases discharged to hospital were
" sent for this complaint." The medical officer of the "Victor Emanuel" makes the following observations with reference to the disease at Hongkong: "On visiting the
" hospitals where Chinese women present themselves for treatment, the terrible ravages
" of syphilis are painfully impressive. Up to the time of their application for relief they
" have not been subjected to any kind of treatment, and the disease has played havoc
" quite unchecked. Our men are exposed to such risks, and out of a crew of barely
" 300 men over 50 have been about 700 days unfit to do active duty."

(Surgeon Spry, R.N., in) Statistical Report on the Health of the Navy for 1895.

With reference to Hongkong, "some of the most severe cases were contracted at
" this place. Venereal diseases are undoubtedly on the increase in this Colony, and the
" cases which come under treatment certainly show a larger proportion of the severe
" form of the malady than was formerly the case."

Venereal Disease on the China Station.

(Average Strength, 5,000.)

Disease.	Days Sickness.				Ratio per 1,000 of Strength.				Average Ratios for 8 years, 1887–1894.			
	Cases.	Invalided.	Dead.	On Board.	In Hospital.	Total.	Average Number of Men Sick Daily.	Cases.	Invalided.	Dead.	Sick Daily.	Cases.	Invalided.	Dead.	Sick Daily.
Syphilis Primary	350	—	—	6,604	2,569	9,173	25·13	70	—	—	5·02	74·04	—	—	5·38
Syphilis Secondary	155	11	—	2,462	3,540	6,002	16·44	31	2·2	—	3·28	38·73	2·57	·1	3·64
Gonorrhœa ...	642	8	1	9,944	3,852	13,796	37·79	128·4	1·6	·2	7·55	123·51	·67	—	7·45
Total ...	1,147	19	1	19,010	9,961	28,971	79·37	229·4	3·8	·2	15·87	236·3	3·25	·1	16·49

Lock Hospital.

Showing the admissions into the Government Lock Hospital, during the 35 years of its existence, with the number of Diets issued and the Average Length of Treatment:—

Admissions.		Number of Diets Issued.		Average Number of Days Treated.	
1858	124	1858	4,797	1858	43·8
1859	162	1859	5,389	1859	30·8
1860	361	1860	9,107	1860	23·7
1861	442	1861	10,778	1861	23·4
1862	485	1862	12,193	1862	22·0
1863	420	1863	11,707	1863	23·7
1864	422	1864	11,940	1864	27·0
1865	390	1865	13,303	1865	28·0
1866	406	1866	13,060	1866	28·6
1867	434	1867	13,120	1867	25·6
1868	579	1868	16,462	1868	23·6
1869	546	1869	16,799	1869	24·8
1870	722	1870	18,382	1870	23·1
1871	593	1871	12,308	1871	18·5
1872	656	1872	15,103	1872	20·9
Total	6,762	Total	182,448		

Admissions.		Number of Diets Issued.		Average Number of Days Treated.	
1873	500	1873	11,219	1873	19·5
1874	345	1874	6,814	1874	18·6
1875	134	1875	2,916	1875	18·7
1876	168	1876	2,730	1876	14·3
1877	177	1877	3,069	1877	16·6
1878	105	1878	2,242	1878	19·0
1879	129	1879	2,149	1879	13·6
1880	57	1880	1,300	1880	14·7
1881	44	1881	1,330	1881	21·7
1882	99	1882	1,831	1882	15·5*
1883	273	1883	3,451	1883	12·0
1884	325	1884	5,174	1884	13·1
1885	411	1885	6,161	1885	15·6
1886	401	1886	4,837	1886	12·2
1887	144	1887	2,014	1887	13·9*
1888	66	1888	1,616	1888	24·4†
1889	84	1889	1,540	1889	18·3‡
1890	82	1890	1,660	1890	20·0§
1891	80	1891	2,041	1891	25·5
1892	65	1892	2,392	1892	36·8
1893	63	1893	1,568	1893	24·8
1894‖	27	1894‖	884	1894‖	29·2
1895					
1896					

STRAITS SETTLEMENTS.

No. 18.

GOVERNOR SIR C. B. H. MITCHELL to MR. CHAMBERLAIN.

(Received September 28, 1897.)

[*Answered by No.* 20.]

(Extract.)

Government House, Singapore, September 1, 1897.

The number of cases of venereal disease admitted to the hospitals continues to increase, and I would again express a hope that before long the Colony will be allowed to take measures for dealing with this disease in some effective manner.

STRAITS SETTLEMENTS.

No. 19.

STRAITS SETTLEMENTS ASSOCIATION to COLONIAL OFFICE.

(Received November 10, 1897.)

SIR, 5, Whittington Avenue, E.C., November 8, 1897.

THE discussions which have taken place as to the effects of the repeal of what are known as the Contagious Diseases Acts, and the necessity which has arisen in India for the resumption of precautionary measures, have been followed with great interest by the people of the Straits Settlements.

2. In that Colony the main provisions of the C. D. O. were repealed in 1888, leaving only to the Government the right of registration and the inspection of houses of

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* Daily average detention 5 days. Longest detention 102 days.
† Daily average 4·41. Longest stay 86 days. ‡ Daily average 4·21. Longest stay 60 days.
§ Daily average 4·33 Longest stay 123 days. ‖ During 5 months.

ill fame; but in 1894 (Women and Girls' Protection Ordinance Amendment Bill) this right was withdrawn, and since then there have been no inspection or control exercised beyond what is provided for by the common law.

3. The repeal of these ordinances was in obedience to the course resolved upon in this country and under the peremptory orders of the Colonial Office. But this was done against the protests of the Local Government, of the non-official members of Council, of the officers of Her Majesty's Forces, of the Medical Staff (Civil and Military), and of the general public of the Straits Settlements.

4. The results of the policy thus forced upon the Colony without due allowance for the widely different conditions of life in England and the Far East have been, as was anticipated, most disastrous. But it is only recently that the appalling facts have become fully known through the investigations of a competent and trustworthy local committee of this Association, the result of whose labours I am instructed to lay before you.

5. The investigation was confined exclusively to Singapore. No attempt was made to include the sister Settlements of Penang and Malacca, but as their conditions are not dissimilar to those existing at Singapore, it may fairly be assumed that the broad facts of the one are applicable to all the Settlements. Nor has it been possible to ascertain the proportion of disease in the civil community at large, but the statistics which are available of certain classes, limited though they must necessarily be, are of the most instructive and representative character.

6. First, as regards the Military Forces of the Colony, the following figures show the state of venereal disease among the troops in the Tanglin District of Singapore, under the Contagious Diseases Ordinance and since its repeal:—

Table "A" represents five years under the Act.
Table "B" represents five years since the repeal of the Act.

TABLE A.

Period.	Strength Troops.	No. of Admissions.			Total.	Ratio per Mille.
		Prim. Syph.	Secy. Syph.	Gonorrhœa.		
1884	551	25	5	38	68	123·41
1885	639	13	11	28	52	81·38
1886	673	10	5	32	47	69·84
1887	576	34	43	16	93	161·46
1888	639	25	30	129	184	287·95
Total 5 years	3,078	107	94	243	444	144·81

TABLE B.

Period.	Strength Troops.	No. of Admissions.			Total.	Ratio per Mille.
		Prim. Syph.	Secy. Syph.	Gonorrhœa.		
1892	647	82	41	91	214	330·76
1893	618	65	50	49	164	265·37
1894	748	100	70	92	262	348·93
1895	753	211	101	153	465	617·53
1896	728	134	143	136	413	567·30
Total 5 years	3,494	592	405	521	1,518	434·17

During five years when the C. D. O. was in operation, out of an average of 615.6 men in the Tanglin Barracks there were admissions to hospital for contagious disease averaging 144.28 per mille. During the last five years (protective legislation being

abolished) out of an average of 682.8 men in barracks the average admissions to hospital from that cause were 434.17 per mille; that is to say, an increase of 289.92 per mille on the earlier period.

The following details are given with regard to the different regiments and the duration of their stay in Singapore, the last year being the worst, as can be seen by these annual averages of admission to hospital:—

Year.	Strength in barracks.	Admissions per mille.
1892	647	330.76
(The *third* year of the 2nd Northamptonshire Regiment.		
1893	618	265.37
(The *first* year of the 2nd Lincolnshire Regiment, from India.)		
1894	748	348.93
(The *second* year of the 2nd Lincolnshire Regiment, from India.)		
1895	753	617.53
(The *third* year of the 2nd Lincolnshire Regiment.)		
1896	728	567.30
(The first and only year of the 5th Fusiliers, from India.)		

Attention is directed to the disastrous cumulative effects of a prolonged stay of a battalion in Singapore, as in the case of the 2nd Lincolnshire Regiment.

7. When making the statements A and B, Brigade-Surgeon Lieut.-Colonel H. H. Stokes wrote as follows:—"It will be observed that a comparison has been made "between a period of five years under the C. D. O. and a similar period since its repeal, "as shown in Tables A and B, the latter giving an increase of admissions of 289.92 per "1,000. These statistics speak for themselves, and are conclusive in showing the pro- "gressive increase in venereal disease since the repeal of the C. D. O.

"Ulcer of the penis has been omitted from these statistics, as it cannot be stated "with certainty what percentage of admissions are due to venereal, but no doubt a large "percentage is of venereal origin. Of the sickness in this command 50 per cent. is of "venereal origin. The character of the disease is, in my opinion, of a severe type.

"Last year there were 181 admissions for secondary syphilis, one of which died, and "seven invalided home, viz., four for discharge the service, and three for change. Two "or three sores took on a phagedenic character.

"With regard to the re-enactment of the C. D. O., partial measures will not meet "with success, and if a re-enactment of the Act be adopted, it must be in its entirety.

"The recommendations suggested are these:—

"1. That all prostitutes be registered, especially in houses where soldiers are in the habit of frequenting.

"2. That they be subjected to medical inspection weekly.

"3. There should be a Lock Hospital for the reception of infected women, and no prostitute be allowed to be treated in her own quarters.

"There are a certain class of women who do not wish it to be known that they "commit prostitution; these, I consider, are the greatest danger to the community.

"The above suggestions are the views of the medical officers here."

8. It is within the knowledge of this Association that the China Association has recently submitted to the Colonial Office a statement* of the past and present condition of the Hongkong Garrison in relation to venereal disease, and the following comparison with the state of the Singapore Garrison at Tanglin Barracks (taking the figures given by the China Association) is most instructive as showing the greater extent and virulence of the disease in the latter Settlement.

Admission into hospital—ratio of disease per mille:—

In Hongkong in 1884	145.0
Singapore „	123.41
In Hongkong in 1896	359.87
Singapore „	567.30

In Singapore the admissions into Hospital for secondary syphilis were, in 1884, 5 cases out of a strength of 551 men, and in 1896, 143 cases out of a strength of 728 men.

9. The R. A. and detachment infantry stationed at Fort Canning are surrounded by facilities for the most dangerous class of prostitution, and the actual record there must be even worse; although, owing to the break up of the R. A. into two cantonments, the data of comparison are not conveniently available.

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* *See* No. 17.

10. As to the Navy, the statistics are not available at Singapore. Captain Bruce, of H.M.S. "Orion," which left this station in the early part of 1890, stated that more than half the ship's company had been in hospital with venereal during the year.

11. In the Minutes of proceedings of the Municipal Commission, dated October 10th, 1889, in a preliminary report of a Committee to enquire into the question of the C. D. O., this passage occurs:—"Your Committee have had submitted to them a letter "from Mr. Lavino, Consul-General for Netherlands India, stating that he had been offi- "cially informed that among the crew of H.N.M.S. "Van Speyk," which arrived in "Singapore on August 21st with a *clean* bill of health, and left again on September 12th "for Rhio (a period of three weeks' stay), 42 *cases of venereal disease had* "*appeared.*"

This is a picture of what may occur to the crews of ships like the "Van Speyk," which have to be two or three weeks in dock. What happens to the crews and passengers of troopships, regular mail steamers, and the mercantile marine during a twenty-four hours' stay here there is no means of knowing.

It is understood that since the experience of the "Van Speyk" the ships of the Netherlands Government are instructed not to remain at Singapore longer than absolutely necessary for coaling or repair.

12. Staff-Surgeon Cropley, H.M.S. "Iphigenia," now on this station, gives the actual number of cases contracted in Singapore since the ship's arrival on the station in March as 23 out of a ship's company of 270 in five months. This would give, not allowing for any cumulative effects, 55 for twelve months. It is, however, to be noted that this ship lies nearly two miles from shore, that bluejackets have far less frequent opportunities of leisure on shore than soldiers have, and that the ship is very often absent on health cruises, and went on a voyage to the Cocos Islands and Batavia during the period of report.

13. As regards the state of the civil community, it is more difficult to speak. The official records here are the hospital reports, the jail reports, and other auxiliary sources of information, such as police reports and lunatic asylum reports.

14. Dr. M. F. Simon (the Principal Civil Medical Officer) says in his general report for 1895:—"The number of cases of venereal disease *continues to be immense*, "and is slightly greater for 1895 than it was for 1894. The deaths from secondary "and tertiary syphilis show a marked increase—111 patients having died in hospital "from this disease in 1895, against 76 in 1894."

Dr. Simon testifies in his next report (for 1896) to the continued increase of disease as traced in hospital returns. He says (para. 9):—"The number of cases of venereal "disease admitted was considerably greater than that for 1895, viz., 2,301, as against "2,002, and the deaths from secondary and tertiary syphilis reached a total of 135, as "against 111 in 1895, and 76 in 1894."

In the civil hospitals of the Colony taken altogether there has been an increase in the numbers of cases since 1889, much the greater part of which is due to Singapore, where the disparity of sexual distribution is greatest. The proportion of deaths to total treated has risen from 2.37 in 1889 to 5.80 in 1895. "This," Dr. Leask states, "is a "high death-rate for this class of diseases, thereby showing the increased virulence of "the disease."

15. "The admissions to the Singapore Lunatic Asylum showing undoubted signs "of present or past syphilis were 4 *per cent. in* 1890, 6.50 *per cent. in* 1891, *and* 18 *per* "*cent. in* 1892."—Dr. W. G. Ellis, in his Presidential Address to the British Medical Association (Straits Branch), January, 1893.

16. In the annual report of the Tan Tock Seng Hospital for 1889, the Committee, with reference to their financial position, stated:—"It was resolved that it might become "necessary to exercise some restriction as to admissions to the Hospital, and as en- "quiries showed that the *increase in admissions was largely due to cases of* "*venereal* disease the Committee considered that such restriction, if found necessary, "should be brought to bear on that class of cases. They therefore notified the Govern- "ment that should the number of admissions continue to be so great as to cause an "excess of expenditure over available funds, and to overcrowd the Hospital, they must "decline, after 31st March next, to admit cases of venereal disease, except in extreme "cases."

"The Committee came to this resolution with extreme regret, in view of the fact "that in the whole of the Settlement this is the only hospital open to the poor. They "were, however, of opinion that the increase in the number of venereal cases was the

" result, clearly foreseen by those best able to judge, of the repeal of the compulsory " clauses of the Contagious Diseases Ordinance; and they felt the more justified in " adopting the above course as they were aware that such repeal had been forced upon " the Colony against its will by the Home Government, in obedience to the wishes of the " House of Commons, and they considered that the expense attendant upon the un- " happy results would be more fairly met by the British taxpayers represented by that " Honourable House than by such a charity as Tan Tock Seng's Hospital."

17. The Jail Reports for the last three years show a startling state of things amongst the lower classes of the civil community. The annual medical report for 1896, says:—" Of the 3,497 prisoners admitted to the Criminal Prison during the year, 1,732 " showed undoubted signs of having been affected at some time or other, as against " 1,692 in 1895, and 597 in 1894. (In 1890 the number of prisoners admitted to the " Criminal Prison, Singapore, was 4,856, of whom 202 had, or showed signs of having " had, venereal disease.)"

For convenience of comparison these figures may be thus presented:—

Year.	Prisoners Admitted.	Infected.
1890	4,856	202
1891	4,404	(Undefined)*
1892	4,510	„
1893	3,446	609
1894	2,979	597
1895	3,028	1,692
1896	3,497	1,732

That is to say, that in the last three years the disease has *trebled* itself among the classes of the civil community furnishing the jail population, and it has multiplied itself between eight and nine times in six years. The proportion per mille in 1896 is 495.2, which is in excess of the average amongst the military at Tanglin during the past five years.

18. When the great disparity of the sexes is considered, this is an index to the condition of the prostitutes, over 3,000 in Singapore, who now practise their trade without let or hindrance or a vestige of medical supervision.

19. Dr. Mugliston, Colonial Surgeon, authorises the Committee to state that in his opinion *all* of these 3,000 women either have now, or have had, venereal disease. When Dr. Ellis, as Acting Health Officer, visited recognised brothels to inspect their sanitary condition, he looked at 1,710 prostitutes, without special local examination, and found that in a large number of cases, signs of venereal disease in various forms were present. He also noticed then that 22 babies and children in these houses were the subjects of hereditary syphilis in a severe form, many other children in whom the disease was suspected only not being chronicled. (See supplement to Straits Settlements Government Gazette, 7th July, 1893.)

20. During Dr. Ellis's sanitary tour of the brothels in 1893 he saw one girl in a state of high fever. This attracted his special notice, and on the mistress of the house casually leaving the room the girl burst into tears, and stated that she was very ill with venereal disease, and that she had been made to receive three men in succession the previous night. This is but one instance of the condition of things which the abolition of registration and protection has produced. It is safe to assert that nightly prostitution is practised by 2,000 or 2,500 women, known prostitutes, *who should be under treatment in the Lock Hospital.* The majority of these are under coercion to do so, and to remain at work when they know themselves to be unfit, owing to disease.

21. Speaking on this point, Mr. Tan Tiak Kim, a well-informed Chinese resident and Municipal Commissioner of Singapore, states:—" The majority of our unhappy " women are not in the strict sense of the term free agents, especially those young girls " who form the bulk of our prostitutes; they have been in most cases, sold, trained, and " brought up for the sole purpose of earning money for their mistresses . . . . . " Taking into account this and the social restrictions imposed upon these poor, wretched " women by the old customs of their nation, I am not far wrong when I say that they " occupy a position, in a free country like this, nearly equal to that occupied by a " bondage slave." (Report of Proceedings of Municipal Commissioners, Singapore, 12th September, 1889).

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* The late Dr. Hoad, in the Prison Medical Report for 1891, says (para. 7):—" It is striking to " notice the number of men admitted who suffer from, or have traces of, venereal disease. Some " 112 were treated in my hospital, and innumerable cases come up for daily treatment."

22. Writing on 30th January, 1888, to the Secretary of State, the Governor states.* "The women in brothels are in the position of daughters of the keepers, and call "them mothers. There is no sense of freedom possible in such a state of affairs. The "women are fearful of the unknown—of what would happen to them should they be "disobedient to their 'pocket mothers'—and are terribly ignorant of everything con- "nected with the Government under which they nominally live. It is out of the ques- "tion to educate them up to the English standard of liberty of the subject."

23. The enforcement of the Ordinance led to a great improvement in the position of the unhappy class chiefly affected by it, not merely in the matter of health, but in the general condition of their lives, mitigating to a large extent the evils of brothel slavery, and to the release of many who wished to return to family life.

24. Mr. W. A. Pickering, C.M.G., Protector of Chinese, in his Report to the Colonial Secretary of 9th December, 1886, states that the Contagious Diseases Ordinance "was the only possible way of ameliorating the sad condition of the prostitutes in "the Colony."

25. Dr. T. Irvine Rowell, M.D., C.M.G., Principal Civil Medical Officer, Straits Settlements, states (28th February, 1887), in regard to the working of the C.D.O.†: "It "has proved the greatest blessing to the women themselves. . . . . There have "been many instances of women giving up their enforced calling as prostitutes when "they learned their freedom by coming in contact with the officers of the Ordin- "ance. Many such are leading happy and contented lives as wives or mistresses of "well-to-do men, and are mothers of families, an utterly impossible state of things "before. . . . . That disease has been largely checked by the Ordinance does not "require the voice of a trumpet to proclaim, and to go back now to the former state of "neglect would not only be an unpardonable sin, but an act of unparalleled folly."

26. It is submitted that the women themselves were not averse to the medical inspection provided for by the Ordinance. "The examinations are never objected to by "the women. It is only the keepers who raise objections, owing to the loss of the girls' "profit when they are found diseased and sent to hospital." (Principal Medical Officer, Straits Settlements, 28 February, 1887.†)

27. Owing to the cessation of the Lock Hospital system, and all fear of detection being now removed, it is known that private prostitution is largely on the increase amongst the Asiatic and Eurasian community.

28. The immense increase in the number of houses of resort, and the way in which they have invaded parts of the town where they were never seen before, are the natural results of the removal of the checks that were enforced when prostitution was held under repressive control. This great increase in the facilities for recourse to prostitution has unduly multiplied temptation, and has thus greatly increased disease.

29. Dr. Leask states that an important point to be considered is the very great danger to the community from indirect contagion through domestic servants and household utensils. The household servants in Singapore (with the exception of ayahs) are male Hailams (Chinese). The census proportion of men to women in the Hailam community is as 70 to 1, a most unnatural proportion. The results are two—a large recourse by these men to low brothels, and the common practice of unnatural vice. It is found that even in the latter case anal syphilis is by no means infrequent.

30. In considering the general question, it is important to keep in mind the great disproportion between the sexes. The census of 1891 gives us the following figures for the whole Colony.

	Male.		Female.
Europeans and Americans	5,290	...	1,299
Eurasians	3,409	...	3,648
Chinese	184,241	...	43,748
Malays and other Natives of the Archipelago ...	108,873	...	104,200
Tamils and other Natives of India	40,786	...	13,141
Other Nationalities	1,952	...	1,755
	344,551		167,791

It is worthy of remark here that the population of the Federated Malay States (Pahang excluded) is given as:—

Males.		Females.
264,020		97,045

* Page 8 of [H.C. 59] March, 1889. † Pages 34 and 35 of [H.C. 347] September, 1887.

It should also be borne in mind that the population is of the most migratory character, the number of emigrants from Singapore, Penang, and Province Wellesley in 1896 being 225,877, the great bulk, of course, being Chinese.

31. The Association would point out that the proof is overwhelming that the repeal of the C. D. O. has been followed by results even more alarming than the opponents of that repeal contemplated. The condition of the unfortunate women is most pitiable—the disease steadily increases in virulence, taking year by year a wider and wider circle. How large a circle we have no means of knowing, but when it is remembered that Singapore is not merely a naval and military station, but is the calling port of nearly every steamer which visits the Far East, and that it is the centre of a great trade of its own with the Eastern Archipelago generally and surrounding countries, it will be apparent that its means of disseminating disease are of the most exceptional character, without taking into account the fact that the Straits Settlements return to China each year a great number of Coolies, most of whom are unmarried, and many of whom are diseased.

32. The Association is not disposed to undervalue the effect of moral influences in opposing the progress of vicious habits, and frankly recognises the honourable motives of those who are opposed to all forms of compulsory legislation, but it would respectfully and earnestly urge that the enormous disproportion of the sexes, the migratory character of the population, and the general conditions of life in the Straits Settlements are so exceptional as to demand exceptional legislation. "It is in every respect futile and not "in accordance with a wise and sensible administration to look at this question from "the standpoint of Western ideas and principles."—(Governor of Straits Settlements to Secretary of State, 30th December, 1887*).

33. The Association believes that it is of the utmost importance and necessity that the Contagious Diseases Ordinance should be placed upon the Statute Book in its entirety and without delay.

34. The Association begs respectfully to lay these facts and opinions before the Secretary of State, praying him to take them into his consideration, and to apply such remedy as the urgency and gravity of the case demand.

I have, &c.,
WM. ADAMSON,
Chairman, Straits Settlements Association.

No. 20.

MR. CHAMBERLAIN to GOVERNOR SIR C. B. H. MITCHELL (STRAITS SETTLEMENTS) and the OFFICER ADMINISTERING THE GOVERNMENT OF HONG KONG.

[*Answered by Nos.* 24 *and* 27.]

SIR, Downing Street, February 18, 1898.

[WITH reference to the 14th paragraph of your despatch of 1st September last†] I have the honour to transmit to you copy of a letter from the Straits Settlements‡ / China§ Association, drawing my attention to the increase of venereal disease in the Straits Settlements / Hong Kong, and suggesting the re-enactment of the Contagious Diseases Ordinances, which were formerly in force in the Colony.

[To Straits only.]

2. I have given most careful consideration to this question, but I do not consider it to be proved that the system of Contagious Diseases Acts was really effectual for its purpose. Moreover, it was undoubtedly capable of great abuse, and it was, and continues to be, objected to by a large body of public opinion in this country. For these reasons I am not prepared to sanction the reintroduction of any system involving either the compulsory and periodical examination of women, or the registration of brothels or of prostitutes.

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* Page 7 of [H.C. 59] March, 1889. † No. 18. ‡ No. 19. § Nos. 14 and 17.

3. I am, however, of opinion that some further endeavour should be made to check the spread of these diseases in $\frac{\text{the Straits Settlements}}{\text{Hong Kong}}$, by introducing a scheme on the lines of the Regulations recently adopted in India, modified as far as may be necessary to suit the circumstances of the Colony. I enclose a copy of the Parliamentary paper [C—8401] containing Lord George Hamilton's despatch to the Government of India, dated 18th May last, in which he suggested that venereal disease should be treated, in cantonments in India, similarly to other contagious and infectious diseases, together with copy of the Parliamentary paper [C—8538] containing the Regulations adopted by the Indian Government for that purpose.

4. I request you to consider in what way the principle of these Regulations can best be adapted to the circumstances of $\frac{\text{the Straits Settlements}}{\text{Hong Kong}}$, and to submit for my approval the draft of any Ordinance required for the purpose, before introducing it into the Legislative Council. For my own part, I see no reason why a man or woman who is a source of disease to others, and who will not take measures to be cured, should not be banished from the Colony.

5. It would be desirable for the Colonial Government to engage one or more women doctors, to assist in the treatment of women afflicted with these special diseases, as well as of those admitted to the Government Hospitals for other diseases, in the hope of gradually overcoming the reluctance, common among Asiatic women of all classes, to take advantage of hospital treatment. The experiment has already been tried in Ceylon of appointing a woman doctor to look after the Women's Hospitals, and the late Principal Civil Medical Officer in his last annual Report, says: "The Lock Hospital at Colombo is in charge of the lady doctor, and I believe she will be the means of inducing more of these unfortunate women to voluntarily avail themselves of the treatment so liberally provided for them by Government." I request you to favour me with your views on this suggestion.

6. I have stated above that I am not prepared to sanction the registration of brothels, but I consider that steps should be taken to check the increase in the number of those places, which appears to have occurred at Hong Kong (I am not aware whether a similar increase has arisen in the Straits Settlements), since the former registration system was abolished, and I shall be glad if you will advise me what course short of the old system of registration is likely to prove the most effective check on brothel slavery. I do not think that the Law should provide for prescribing certain districts within which brothels shall or shall not be allowed, but I am of opinion that power should be given—which will apparently require fresh legislation—for the head of the police to take proceedings for the closing of any brothel, and not merely one which is used "to the annoyance of the respectable inhabitants of the vicinity," and that it should be left to the discretion of the Government to decide where and how this power should be exercised. [To Straits only.]

I have, &c.,
J. CHAMBERLAIN.

CEYLON.

No. 21.

WAR OFFICE to COLONIAL OFFICE.

(Received June 15, 1898.)

[*Answered by No.* 22.]

SIR, War Office, Pall Mall, S.W., June 13, 1898.

WITH reference to the letter from this Office of 30th April,* on the subject of the steps to be taken for dealing with venereal disease at Hong Kong and the Straits Settlements, I am directed by the Secretary of State for War to inform you that the General Officer Commanding the Troops, Ceylon, having requested some instructions in the matter, a letter has been sent to him of which a copy is enclosed.

* Not printed.

Lord Lansdowne would be glad if Mr. Secretary Chamberlain would cause the Governor of Ceylon to be informed accordingly, in order that he may co-operate with the General Officer Commanding.

I am, &c.,
G. FLEETWOOD WILSON.

Enclosure in No. 21.

SIR, War Office, London, S.W., June 13, 1898.

I AM directed by the Secretary of State for War to acknowledge the receipt of your letter of the 9th March, 5227/4, on the subject of venereal disease in Ceylon.

With reference thereto I am to inform you that correspondence has already taken place with the Colonial Office as to measures to be adopted at Hong Kong and Singapore, and in these places it is hoped that Ordinances on the lines of the new cantonment rules in India will ultimately be enacted.

The essential feature of these rules is that under them venereal diseases are restored to the category of infectious and contagious disorders, sufferers from which may be removed from cantonments if they refuse to submit to medical treatment.

The India Office had suggested the expediency of (i) medical inspection of troops, (ii) enforcement of punishment for concealment of disease, and (iii) stoppages of pay while in hospital for venereal disease.

With regard to the first suggestion, Lord Lansdowne deprecated any periodical inspections, and considered that the requirements of the case were met by the suitable application to soldiers of the rule that "Any person living in a cantonment can be required by the medical officer to attend for examination at a hospital, and not to quit it without permission."

The second suggestion is already provided for in the Queen's Regulations, and the third proposal was not concurred in, on the ground that it would fail as a deterrent, and would set a premium on concealment of disease in its early stages.

The Secretary of State for the Colonies is not prepared to sanction the reintroduction of any system involving the compulsory and periodical examination of women, or the registration of brothels or of prostitutes; consequently rules 2 and 3 proposed in your letter could not be sanctioned as they stand.

It would seem desirable that you should, in conjunction with the Governor of Ceylon, proceed to draw up a draft Ordinance dealing with this subject, based upon the Regulations recently adopted in India, and modified as far as may be necessary to suit the circumstances of the Colony.

This Ordinance should then be submitted to the Secretary of State for the Colonies before it is brought before the Ceylon Government.

I am to observe that under the new regulations as to hospital stoppages, men will pay only half rates when their illness is due directly to military service.

I am, &c.,
EVELYN WOOD.

The General Officer Commanding in Ceylon.

CEYLON.

No. 22.

COLONIAL OFFICE to WAR OFFICE.

SIR, Downing Street, June 17, 1898.

I AM directed by Mr. Secretary Chamberlain to acknowledge the receipt of your letter of the 13th instant,* forwarding copy of a letter which the Marquess of Lansdowne has addressed to the General Officer Commanding in Ceylon, as to the question of taking special steps for dealing with venereal disease in that Colony.

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* No. 21.

2. In reply I am to point out that having regard to the size of the Colony, there would be greater difficulty in legislation in Ceylon on the lines of the new Cantonment Rules in India than in Hong Kong or the Straits Settlements, and that such legislation would have to be confined in its operation to the towns in which troops are stationed.

3. Mr. Chamberlain has not received any communication from the Governor on the subject, and has not hitherto contemplated the adoption of any special legislation for dealing with these diseases in Ceylon, because the returns presented to Parliament as to the health of the Army—viz., [H.C. 509—1894] and similar subsequent returns—show that since the date of the repeal of the Contagious Diseases Ordinance in Ceylon, the average amount of disease has not increased among the troops stationed in that Colony.

4. Mr. Chamberlain will, however, forward a copy of this correspondence to the Governor of Ceylon for his consideration and report.

I am, &c.,
C. P. LUCAS.

CEYLON.

No. 23.

MR. CHAMBERLAIN to GOVERNOR SIR J. WEST RIDGEWAY.

[*Answered by No.* 26.]

SIR, Downing Street, June 17, 1898.

I HAVE the honour to forward, for your consideration and report, copies of correspondence* with the War Office, relative to the question of taking special measures for checking the spread of venereal disease in the Colony.

2. I also enclose a copy of a despatch† recently addressed to the Governor of Hong Kong on this question, together with copies of two Parliamentary Papers, referred to in that despatch, which show what action has been taken in India. I have to add that the Cantonment Rules actually issued in India differ from the Draft Rules which are given on pp. 5-8 [C.—8538] by the omission of paras. 2 and 15 (1).

3. You will observe that I have suggested to the Governor of Hong Kong—and a similar suggestion has been made to the Governor of the Straits Settlements—that he should prepare a draft scheme based on the Indian Cantonment Regulations, modified, so far as may be necessary, to suit the circumstances of the Colony. But as at present advised, I am not aware that any necessity exists for such exceptional legislation on this subject in the case of Ceylon, seeing that the Army official returns show that, since the date of the repeal of the Contagious Diseases Ordinance, the average amount of disease among the troops stationed in the island has not increased.

I have, &c.,
J. CHAMBERLAIN.

STRAITS SETTLEMENTS.

No. 24.

ACTING GOVERNOR SIR J. A. SWETTENHAM to MR. CHAMBERLAIN.

(Received September 1, 1898.)

[*Answered by No.* 28.]

SIR, Government House, Singapore, August 5, 1898.

REFERRING to your despatch of the 18th February last,† on the subject of the prevalence of venereal disease in this Colony, I have the honour to inform you that Sir Charles Mitchell appointed a committee, consisting of the following gentlemen:—Brigade Surgeon Lieutenant-Colonel Stokes, Army Medical Department, Chairman; Dr. Simon, Principal Civil Medical Officer; Mr. A. Gentle, President of the Singapore

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* Nos. 21 and 22. † No. 20.

Municipal Commissioners; Lieutenant-Colonel Pennefather, Inspector General of Police; Mr. W. Evans, Protector of Chinese; Dr. Middleton, Health Officer of the Municipality, to enquire and report on your suggestions, and the measures desirable to be adopted with a view to checking the spread of venereal disease.

2. This Committee made its report on the 6th July. I enclose a copy thereof.

3. To enable the report to be fully understood by those not conversant with the locality, I have had prepared a map* of Singapore indicating approximately the locality of the brothels, both public and private, enumerated in the list laid before the Commission by the Inspector-General of Police. The map indicates also the various cantonments or barracks, and (approximately) the number of troops stationed in each.

4. It must be understood that the statistics given by the Inspector General very likely do not comprise all the prostitution in the city—possibly almost as much as one-half of it may have escaped his lists, which are presumably more accurate in regard to Europeans and Japanese than to other races.

5. The Protector of Chinese, whose department used to register brothels, puts down the number at about 350, and the prostitutes at 3,600. Dr. Mugliston's evidence puts the Chinese at 3,000 and others at 350, who used regularly to undergo examination before the law was altered.

The Inspector-General locates 308 Chinese brothels, whose inmates are returned by their owners at 1,751. He also locates 121 other brothels, containing 335 women of other races.

Assuming the whole of the European and Japanese and a small proportion of the Chinese prostitutes to be due to the vices of Europeans and visitors to the port, there will remain almost five-sixths of the vice of the city attributable to Asiatics, nearly all of it to the Chinese race.

6. It must, therefore, be borne in mind that venereal disease in Singapore is principally a question affecting the Chinese population; the European population, including Her Majesty's Forces, is not nearly as deeply interested as the Chinese people.

Unfortunately there are no statistics concerning the prevalence of venereal disease in the Chinese general population except the hospital statistics quoted to the Committee, but we have accurate observations concerning all prisoners who come into gaol, and the figures given in the gaol reports quoted in paragraph 17 of the letter of the Straits Association† are appalling, as they show that nearly half of the convicts recently admitted bear signs of having suffered from venereal disease before entering prison.

SINGAPORE.

—	Total Number of Prisoners admitted in Gaol.	Of whom were		Bearing marks of Venereal Disease.
		Chinese.	Others.	
1892 ...	4,510	not specified		680
1893 ...	3,446	—	—	609
1894 ...	2,979	—	—	597
1895 ...	3,028	2,699	329	1,692
1896 ...	3,497	2,993	514	1,732
1897 ...	3,893	3,284	607	1,735

PENANG.

—	Total Number of Prisoners admitted in Gaol.	Of whom were		Bearing marks of Venereal Disease.
		Chinese.	Others.	
1895 ...	3,244	—	—	481
1896 ...	3,263	—	—	824
1897 ...	4,064	—	—	861

The statistics indicate also how terribly the proportion of diseased persons has augmented of late years, even after making due allowance for frequent re-admissions.

* Not reproduced. † No. 19.

7. From China extremely few women of the working class emigrate—a small number of women come as wives of the richer Chinese. The children of married Chinese long settled in the Colony (locally termed Babas) are usually united in marriage with other Babas. Practically the only wife that an immigrant Chinese (unless he is rich) can expect locally is a woman from a brothel or from one of the two institutions for taking care of Chinese girls.

8. In Penang, which is an older settlement, the proportion of Babas to immigrants is greater. In the Federated Malay States Babas are very scarce, and the proportion of persons marrying immoral women must be greater.

For a long time to come we must continue to expect a large proportion of the Chinese children, even of those born in wedlock, will be the issue of women who have at one time lived an immoral life, and from the evidence laid before the Committee, I am almost forced to add, have suffered from venereal disease.

9. On the physical effect of such a state of things on the innocent rising generation I need not descant; the death-rate in Singapore, as will be seen by the figures noted below, far exceeds the birth-rate, and among the Chinese it is only constant immigration which prevents a decrease of population.

DEATHS PER MILLE.

—	European.	Eurasian.	Chinese.	Malay.	Indian.	Other Races.
1894	12·54	20·21	33·38	31·33	28·25	37·23
1895	15·85	28·88	46·75	45·03	32·20	63·28
1896	17·15	40·08	55·69	43·35	34·65	54·53
1897	15·16	24·08	41·96	39·51	32·09	51·54

BIRTHS.

—	European.	Eurasian.	Chinese.	Malay.	Indian.	Other Races.
1894	15·95	33·07	12·32	31·33	15·92	26·60
1895	14·68	35·85	12·09	32·43	16·48	27·00
1896	11·98	34·86	12·19	27·70	15·86	32·57
1897	15·48	28·28	12·73	29·02	14·69	24·11

I wish that I could, without making this despatch too long, adequately express how very deplorable I feel the present position of Singapore to be in respect of this scourge and in respect of the prospect of its spreading in future.

10. With reference to the question whether brothels have increased in number since 1888 (the year of the repeal of the Contagious Diseases Acts) and 1894 (the year of the abolition of the local inspection of brothels), the statistics noted below have been supplied by the Protector of Chinese.

BROTHELS.

—	Registered or Public.	Unregistered or Private.	
1888	243	0	All private houses were prosecuted.
1894 ... --- ...	251	0	
1898	279	150	

PROSTITUTES.

—	Registered or Public.	Unregistered or Private.	
1888	2,169	0	
1894	2,000	100	Estimated.
1898	1,671*	600	

* Furnished by keepers of brothels.

In the locality of the public brothels no changes have occurred for many years, and in their number no increase is perceptible.

As regards private brothels, there is proof that they existed prior to 1894, but no statistics are available to indicate their number or locality.

The present location of the private brothels offers no especial ground for objection, with the exception of the few marked near Tanglin barracks. Any action by the police to close these would probably be met by a denial of their existence, and after removal their places would very likely be supplied by others.

11. With regard to the suggested engagement of women doctors, I observe that Sir W. Kynsey's report is merely anticipative of good results which may or may not be realised.

No lady doctor unable to speak the dialects used by the Chinese prostitutes and unable to visit them in their brothels could hope to exercise any influence over them, and the influence of a lady doctor who had surmounted these difficulties would always be subordinated to the will of the brothel-keeper, who could deny her admission and would do so, as it is his supposed interest to force his slaves to work when suffering from infectious disease.

Supposing one lady doctor could influence as many as fifty brothel slaves, we should require some thirty-five of them for public brothels alone.

12. The Executive Council has decided that the report of the Committee should be laid before you, with the statement that the Council agreed with the conclusions of the Committee, but was willing to adopt any means which offered a fair prospect of checking venereal disease.

13. For checking this disease an elaborate system was tried locally and repealed in deference to public sentiment in the United Kingdom. It is, I believe, an axiom in matters politic that he who objects to a remedy for an admitted evil, must be prepared with an alternative scheme: and it is to be regretted that the abolitionists were not compelled to devise an efficacious one for this Colony before destroying the only barrier which warded off disease from the population.

14. You have desired me to advise what course short of the old system of registration is likely to prove the most effective check on brothel slavery. I could devise a scheme, but I despair of inventing one which would not be objected to by a large body of public opinion in the United Kingdom, because, to write frankly, that public opinion appears unable to grasp or contemplate such a state of law or morals as obtains in this Colony.

Memorandum dated 30th March, 1897, signed by W. S. B. MacLaren, 17, Tothill Street, Westminster, issued by the British Committee of the Federation for the Abolition of the State Regulation of Vice.

The printed memorandum of the British Committee, quoted by the Reverend W. Shellabear to the Singapore Committee, lays down seven points—the first, second, third, and sixth are based on the "unity of the moral law for both sexes." Now, Singapore is a country which we have obtained from a Muhammadan people, in which Chinese now form a very large majority of the population.

By law and religion a Malay and a Chinese may have a plurality of wives, and the female sex is accounted decidedly inferior to the male.

Those responsible for the good order, health, and good government of this Colony, are entitled to ask the exponents of the large body of public opinion in Great Britain which placed a veto on previous legislation whether the above facts do not destroy the hypotheses on which their veto was founded; and if the reply be in the negative we are entitled to put the further question, "Then do you require us to embark on a crusade against the domestic and religious law of Muhammad, which permits a man to possess four wives and a number of concubines, and that of the Chinese, which sanctions almost equal license to the male sex?"

I have, &c.,
J. A. SWETTENHAM.

Enclosure in No. 24.

REPORT of the COMMITTEE appointed by the Governor of the Straits Settlements to ENQUIRE and REPORT on certain suggestions made by the Secretary of State for the Colonies as to measures to be adopted with regard to CONTAGIOUS DISEASES and BROTHELS, with a view to checking the spread of VENEREAL DISEASE.

Copy of questions, marked A.
Evidence of Mr. Wispauer, Dr. Rogers, Dr. Mugliston, marked B. C. D.
Evidence of Rev. W. G. Shellabear, marked E.
" Drs. Ellis and Galloway, marked F, G.
Memos by Mr. Evans, Col. Pennefather, and Dr. Simon, marked H, I, J.
Letters of Mrs. McBreen, marked K.

We held seven meetings and took evidence from Drs. Mugliston, Rogers, Ellis, and Galloway, from Mr. Wispauer, and from the Rev. W. G. Shellabear, a copy of which we

attach to this report, with a copy of a number of printed questions which were supplied to most of the medical witnesses before they were called, memoranda on various points connected with the questions by Mr. Evans (Protector of Chinese), Lieutenant-Colonel Pennefather (Inspector General of Police), and Dr. Simon, and a letter from Mrs. McBreen, a woman who keeps a private hospital for prostitutes. Mrs. McBreen is partly Chinese by birth, and has an intimate knowledge of the Chinese brothel system.

2. From the evidence put before us and from our own knowledge, we are satisfied that the Contagious Diseases Ordinance was, to a very large extent, effectual in checking the spread of venereal disease in the Colony, and, so far as we have been able to learn, the working of the Ordinance gave rise to no administrative abuses. (1)

The bulk of the prostitutes here are Chinese; they are in no sense free agents, being practically the slaves of the brothel-keepers, and public opinion in England is absolutely uninformed as to the conditions under which they live, and the ties, pecuniary, social, and moral by which they are bound to their keepers and the threats by which this slavery is maintained.

(1) Evidence of Rev. W. G. Shellabear.

(2) The local conditions of this Settlement which favour prostitution and render it specially remunerative are the disproportion of the sexes (about males to females in Singapore), and the constant influx of seamen, passengers, and traders from all parts of the world. The vast majority of our population, resident and migratory, are Asiatics, in whose eyes chastity, for its own sake, is no virtue; they are not ashamed to frequent brothels or to own brothel-houses, and they look on the inspection and control of those places in the same light as the regulation of public houses and opium shops. Anything tending to the natural equalisation of the sexes should be fostered and encouraged as likely to diminish prostitution, but these changes work very slowly.

(2) Memorandum by Mr. Evans. Letter of Mrs. McBreen.

3. Taking into consideration the circumstances and conditions of this Colony, we are of opinion that any modification of the regulations adopted in India would be absolutely inoperative here. We gather from the despatch laid before us that the suggestion of the Secretary of State is essentially this:

That on information received that any person is diseased, that person shall be invited to attend at the local hospital; that in the event of such person attending and being found diseased, such person shall be invited to remain in hospital for treatment; that in the event of such person declining to remain in hospital, or omitting to attend for examination, such person shall be ordered to be banished from the Settlement.

We take it that these regulations, outside military authority, apply chiefly to women, and consider them impracticable for the following reasons:—

(1) That in this Colony there are no cantonments, nor anything like the cantonment system in force in India.

(2) That it is impossible to obtain any reliable information as to diseased women.

(3) That even supposing such reliable information could be obtained, it would be impossible to take steps to secure the removal of any woman, especially a Chinese woman, from the Settlement or Colony, unless the officers charged with the working of the regulations were in a position to go, warrant in hand, to the brothel, as the woman would otherwise be invariably concealed or removed by the keeper before a warrant could be obtained.

(4) The only way in which a knowledge of a woman being diseased could be arrived at would be either by information from some person to whom she had communicated disease, or by information from her medical attendant; the first way would seldom be available, and is obviously open to the practice of grossest abuse, and, with regard to the second, a medical practitioner could hardly be expected to give the information, because, should he do so, he would no more be called in.

(5) So far as banishment for venereal disease is concerned, such a provision, we consider, would be open to objection, not only on the score of humanity, but also on the ground that, even if it could be enforced, it would be simply transferring the disease to some other place, and in many cases, *e.g.*, where British subjects might be concerned, it could not be enforced.

4. With regard to the question whether it would be desirable to engage women doctors to assist in the treatment of prostitutes, from the evidence before us and from the statement as to the constitution of Chinese brothels attached (3), it is clear that by far the largest proportion of women have *absolutely no voice in any matter in connection with their own lives*, and that any attempt to work upon them individually would be utterly futile, either by doctors or otherwise, until they are withdrawn from the influence of the brothel-keepers; and from past experience of the working of the Lock Hospital (4) it was found that Chinese women have no objection, beyond that occasion-

(3) Memorandum by Mr. Evans.

ally shewn by a little childish outbreak of petulance, which is over in half an hour, to being detained in hospital, and absolutely no objection to examination. If they are taken to hospital they have no objection to remain there, the attitude of the girls themselves being one of indifference, the only objection, a pecuniary one, being on the part of the brothel-keepers. With regard to European and Japanese women, they come here avowedly to practise their profession, and are willing to submit to the consequences thereof so far as any regulations are concerned. Conditions here are widely different from those which prevail in Ceylon; there, as in India, the natives will come for European medical treatment, but the natives and the imported and migratory population of the Straits Settlements will not.

5. We are further of opinion that without registration, any attempt to decrease the number of brothels (5) on the lines suggested in paragraph 6 of the letter of the Secretary of State would only lead to the increase of clandestine prostitution.

6. We are aware that, even were the Contagious Diseases Ordinance introduced, it would not eradicate venereal disease from the Colony, but that it would, as it has done before, largely decrease it, there is, in our opinion, no doubt; and the decrease would be larger in proportion with increase in the completeness of registration of brothels and the consequent diminution in the number of clandestine houses. On the whole we are strongly of opinion that the only means by which venereal disease can be held in check at all in the Straits Settlements is the re-enactment of the Contagious Diseases Ordinance, with the re-introduction of the registration of brothels, and this means we strongly recommend for adoption. Any other measure which falls short of this will, in our opinion, be open to all the objections urged against the entire system, and will fail to effect any real benefit.

(4) Memorandum by Dr. Simon.
(5) Memorandum by Lt.-Col. Pennefather.

7. We have done our best to consult any opponents of the Ordinance in Singapore, and to ascertain if they could offer any alternative suggestion on the subject (6) without success.

(6) Evidence of Rev. W. G. Shellabear.

H. H. STOKES, B. Surgeon, Lieutenant-Colonel, A.M.S., Chairman.
ALEX. GENTLE, President, Municipality.
E. PENNEFATHER, Lt.-Colonel, Inspector-General of Police, S.S.
W. EVANS, Protector of Chinese, S.S.
W. R. C. MIDDLETON, M.B., Municipal Health Officer.
MAX. F. SIMON, M.D., Principal Civil Medical Officer, S.S.

A.

COPY OF QUESTIONS SUBMITTED TO DRS. MUGLISTON AND ROGERS, AND MR. WISPAUER.

1. What nationalities of prostitutes do you for the most part attend?
2. Do they come to you, or do you visit them at their own houses? Do you see them regularly?
3. Are you employed by the brothel-keepers, or by the women themselves?
4. Do women ever come to you of their own accord, absolutely independently of the brothel-keepers? If so, women of what nationalities?
5. Do you, from your experience, know that venereal disease is very prevalent among prostitutes in Singapore? Among the prostitutes of which nationality is it most prevalent?
6. What forms of disease do you most commonly meet?
7. Do you treat many cases of primary chancre?
8. Do you see many cases of secondary syphilis? Among what nationalities principally?
9. When you find a woman diseased, do you tell her or her keeper that she must not have intercourse? Have you any assurance that she does not do so?
10. Over what period has your experience of venereal disease in Singapore extended?
11. Has venereal disease increased in Singapore during the last ten years, in extent and virulence?
12. Is it still increasing, and, if so, can you give any figures in support of your opinion?
13. Had you any experience of the working of the C.D. Act in Singapore?
14. Did you find any objection on the part of the prostitutes to submit to periodical examination?

15. What, in your opinion, has been the effect of the repeal of the C.D. Act?

16. Do you think that prostitutes are aware that there is a hospital for treating them in, if they desire to attend it?

17. What is their objection, if any, to be treated in a hospital?

18. Can you suggest any means by which they could be induced to go to hospital for treatment without compulsion?

19. Could you give roughly the number of brothels and public prostitutes in Singapore?

20. Have you seen any deaths among prostitutes the result of venereal disease? If so, how many?

21. What is the average number of prostitutes under your treatment per month?

B.

REPORT of evidence taken by a Committee appointed by Government on the spread of venereal disease in Singapore.

At the first meeting held in the board room, Municipal Offices, Singapore, on Monday, May 2nd, 1898, there were present, Brigade Surgeon Lieutenant-Colonel Stokes, Chairman; Dr. M. F. Simon (P.C.M.O.); Dr. Middleton (Municipal Health Officer); Mr. Evans (Protector of Chinese); Colonel Pennefather (Inspector General of Police); and Mr. A. Gentle (President, Municipal Commissioners).

Mr. M. WISPAUER, of the Medical Hall, Singapore, was the first witness called.

The Chairman—I understand that you do work amongst prostitutes; what class of prostitutes?

Witness—Yes, Japanese, Chinese, and Europeans; mostly Japanese.

You do work amongst Europeans?

Yes, very few; they form the least of the three classes.

Do they come to you, or do you visit them in their homes?

I am engaged by Japanese to visit about ten houses, and I go there regularly every week to examine the girls.

Do any come of their own accord to you?

Oh, yes, especially the Japanese and Europeans. Very few Chineses come of their own accord. When they do come they are mostly brought by the old women, the brothel-keepers. The older girls come by themselves.

Dr. Simon—When the girls come by themselves, who pays you—the girls or the brothel-keeper?

They pay cash. I could not say. As regards the Japanese houses I visit, I look to the brothel-keeper, but I think the girls pay something to the old woman.

The Chairman—Speaking from your experience, do you think venereal disease is very prevalent amongst prostitutes in Singapore?

Certainly, but I can only speak of the Japanese and Chinese. The Chinese cases, however, are the worst, because they are badly neglected.

The Chinese?

Yes, the Chinese girls who come to me are mostly old cases with very bad buboes and sores. They are always cases for operation; otherwise they would not come to me.

What form of disease do you most commonly meet?

Primary chancre and secondary syphilis.

Have you any bad cases amongst them?

Amongst the Chinese I have never met a light case of syphilis. If the symptoms are not severe they never go to a European; I think they take native medicine.

What about the Japanese?

I do not allow the Japanese girls I see every week to be neglected.

When you find a woman diseased, do you tell her or her keeper that she must not have intercourse?

Certainly.

Do you think they carry out your advice?

As for the Chinese I cannot say; I should think not. Amongst the Japanese there are private houses where the girls are removed when they are sick.

You don't think the Japanese have intercourse when they are sick?

I would not say. Possibly if there is a lot of business they bring these sick girls out as well as the sound.

Over what period has your experience in venereal disease in Singapore extended?

I have been here for about twelve years, but during the last ten years the number of cases has nearly doubled. I have been attending these girls since the abolition of the C.D. Act.

Has venereal disease increased since the abolition of the C.D. Act?

Certainly, ever so much. Formerly we very seldom had cases of syphilis, two or three, perhaps, and mainly amongst Europeans. Now, almost every second case was suffering at least from a primary chancre.

Dr. Simon—Had the disease increased amongst the women as well?

Certainly. Since 1892 there has been very great progress in syphilis here.

Do you think it exists in a worse form than before?

There are more cases and more virulent cases.

Have you any experience of the working of the C.D. Act?

No. I only know that the girls were examined in the Lock Hospital.

Mr. Gentle—What class of native males come to you?

Chinese artizans, carpenters, shoemakers, tailors, and so on. Then I have a few traders.

Mr. Gentle—Any Malays and Klings?

A few only. They do not want to undergo our treatment.

Have these women any objection to examination?

I could not say so. In some cases they come alone and ask to be examined; in others I find that the brothel-keeper has had a lot of trouble to persuade them to come. Some of them don't want to come.

Mr. Evans—Is that because they are diseased?

I think so. I have known some girls refuse to be examined.

Dr. Simon—These houses where you go regularly, do they object?

Oh, no, not in the least.

Possibly girls who have never been examined before object?

No, not always. Sometimes you find a fresh girl quite willing to be examined.

Mr. Evans—Do old girls object?

No.

Do you think these women know there is a hospital they can go to?

Yes, I think so.

Dr. Simon—And be treated free?

I do not know if they are treated free.

The Chairman—Why do not more go?

I think they find it lonesome. They want you to explain a little about their disease, and then they have more confidence in you.

Witness went on to say that the men kept by European women (*i.e.*, pimps) were nearly all diseased. He had never seen so many before, and he thought it was one of the great causes of the European girls being spoilt. The disease was also spreading among the military service. They had never had so many cases before.

Have you any idea of the number of brothels in Singapore?

No.

Or prostitutes?

I could not say.

Have you seen any deaths amongst prostitutes from venereal?

No.

How many prostitutes do you examine monthly?

About 30 to 32 in the eight or nine Japanese houses, but I treat about 100 different cases every month.

Dr. Middleton—Is that more than you used to attend before?

Yes.

Dr. Middleton—Five years ago what was your average?

Five years ago I had about 30 to 35 cases of venereal disease a month.

Dr. Simon—When you first began to examine these girls in 1888 and 1889?

There were very few. Of course the spread of venereal was partly accounted for by the increased business.

What class of cases had you in those early days?

There was more gonorrhea and primary chancre, but very few cases of syphilis.

Mr. Gentle—Have you any experience of country villages, do many cases come to you from there? outside, from plantations?

Yes, they come sometimes from the plantations and from Pulau Obin.

Where do these men contract the disease?

At their own places. Whenever the men had a holiday it was a common thing to bring out the girls from Sago Street, Macau Street, and other places to the plantations. They take them out for the holidays and then bring them back again.

Dr. Simon—These men get the disease from the Singapore women?

Yes, so far as I know.

Mr. Gentle—Were not the estate managers in the habit of keeping prostitutes on the estates for the coolies?

I don't know; I have no experience of it. I know it is done in Deli.

The Chairman—If a bad case in a man comes to you for treatment, what becomes of him afterwards?

I attend him at once, and he goes back to his work.

But they cannot do manual labour?

Sometimes; very little of course.

But what do they do, do they die in their houses?

I suppose so; the coolies assist each other.

Do these men come regularly to you?

Yes.

And they go back home again?

Yes.

Mr. Evans—They stop at home and do light work, such as cooking food and washing clothes?

Yes, they do light work.

The Chairman—Some of these bad cases come to you about a year or so old?

They never come to me unless they are bad, and as soon as the symptoms disappear they think they are all right again. You cannot persuade them to take medicine once the symptoms disappear, but, of course, in a few months they come back again.

The Chairman—I suppose that as soon as the symptoms disappear these men have connection again?

Yes.

Do you inspect any soldiers here?

Yes.

Many of them?

No, not many of them; I have perhaps four or five a week. Before I never saw one.

What forms of disease do you treat them for?

Mostly gonorrhea and syphilitic disease. I have performed several intra-muscular injections.

Have you any men of this Regiment?

I only know that some of the men come from Blakang Mati. I have others from Tanglin and some even from Fort Canning.

Questioned by Dr. Middleton, witness said there was a small dispensary in North Bridge Road which was largely patronised by soldiers. One-third of the medicines in the place were gonorrhea medicines, blue pills, and so on. There used to be another place in Victoria Street, but he thought it was closed now.

Where do the soldiers go to mostly now?

I could not say. During the last month I have noticed a decrease in the number of soldiers.

Dr. Middleton—Do you attend any Tamil, Javanese, or Malay girls?

Sometimes, but very few.

Where do they go mostly?

I think they take native medicine, Malay and Chinese. For venereal disease the Malays mostly took Chinese medicine; they do not want our medicine.

What is the Chinese medicine?

Cinnabar, calomel, and iodide of potash.

Do they understand the doses of these medicines?

Oh, yes. You have Chinese dispensers. They are educated in Canton, and have some knowledge of herbs and even chemicals. I have met one man who quite astonished me by what he knew. Besides, there are many Chinese who have been trained in the hospitals here, and they set up for themselves as soon as they know a little of European medicines.

Mercury they usually give in the form of calomel?

Yes, calomel and cinnabar.

By Colonel Pennefather—Do many Malays (males) come to you?

Very few with venereal disease.

They have strong objections to going to any European?

I would not say that. Dr. Galloway does a good deal of work amongst Malays and Arabs.

In reply to further questions, witness stated that the Javanese, Siamese, and Malay girls along the Ladies' Mile were all more or less sick.

These girls never come to you?

No, the only one he had attended was a syphilitic Dutch half-caste from Batavia. He had Siamese women occasionally.

Mr. Evans—Do you consider you get worse cases from the brothels or from private houses?

It is very hard to say.

Have you got any record you could show to give the number of cases treated by you during the last five years?

I have kept statistics of the intra-muscular injections I have made; I could produce those.

C.

Dr. C. P. Rogers, L.R.C.S.I., L.R.C.P. Ed., L.M. Ed., L.M. Coombe Lying-in Hospital, Dublin, was the next witness.

The Chairman—What nationalities of prostitutes do you for the most part attend?

Chinese.

Do you attend them at their houses or do they come to you?

Sometimes I go to their houses; sometimes they come to me.

Do many come to you?

Yes, a good many during the year.

Do they come voluntarily?

Yes.

Are you paid by the brothel-keepers or by the girls themselves?

I look to Mrs. McBreen for payment. She keeps a hospital for Chinese. When the girls are not well they apply to her, and she recommends them to me. If they are very bad I go to them; and if they are well enough to come they come to see me.

Colonel Pennefather—Males as well as females?

Yes.

The Chairman—Where is this hospital?

In Kampong Martin.

Do these women come to you of their own accord?

Yes, I don't think there is any compulsion upon them.

You look to Mrs. McBreen for payment?

Yes, they pay her so much a month, and when they die she buries them.

The brothel-keepers pay Mrs. McBreen?

I expect so.

She is the head of the whole thing?

She has nothing to do with the brothels beyond the hospital business. She is half a Chinawoman herself, and the Chinese have a strong objection to go anywhere unless there is a Chinese in charge. People go there from all over. There is a man there at present from Johore.

What is the size of this hospital. It must be a pretty big place.

It is a pretty big place, but she does not keep many beds. There are never many there at a time: five or six perhaps.

She gets only bad cases?

Yes, all the cases that go there are very bad. The Chinese won't look for treatment, they stop at home until they are very bad.

Dr. Simon—Do Chinese girls ever come to you from the brothels without being sent by their keepers?

I know nothing beyond the fact that they come to me through Mrs. McBreen.

Colonel Pennefather—None come to you except through Mrs. McBreen?

No.

You don't think the brothel-keepers make them come?

I expect they say they are sick, then the brothel-keepers send them to Mrs. McBreen, because they pay her so much a month. The girls have their choice of either a Chinese doctor, who, of course, is only a quack, or myself.

From your experience, which class of prostitutes is most subject to venereal disease?

I should say the German women, that is, the German, Austrian, Hungarian prostitutes, the women from Trieste.

They are all over the place, are they not?

They are not all in Malay Street. They have been hunted by the police out of North Bridge Road, but they settle down in their positions occasionally again.

You think they are very bad with disease as a rule?

I do. The fellows they keep frequently come to my place to ask for black wash and iodoform. Yes, the women keep the men.

Dr. Middleton—To keep order in the brothel?

I don't know that they do anything except spend the money that the women make.

Don't they do anything for the women?

I don't know why they keep these fellows, unless to satisfy their woman's feeling, that they like to have a man at hand in case of emergency. The men go about well dressed, smoke the best brands of cigars, have a drink whenever they want one, and thrash the women if they want money and can't get it.

They take other men to the brothels?

I expect when they meet anyone they recommend him to the best place to go to.

What form of disease do you think is most common?

Soft chancre and gonorrhea. I have only met about half a dozen cases of Hunterian chancre, and I have had several cases of secondary syphilis. I have never met a case of syphilis in a woman. In men I have had several cases of secondary and tertiary syphilis.

When you find a woman diseased do you tell her that she must not have intercourse?

Yes, but I don't think they do it.

Over what period has your experience of venereal disease in Singapore extended?

In Singapore, four years and six months.

Has venereal disease increased since you came here?

Undoubtedly, very much.

Do you find these women have any objection to being examined?

No, I don't believe they would have the slightest objection.

Mr. Gentle—When you visit Chinese houses do the women offer any objection to being examined?

No, not the slightest.

The Chairman—Do these women come forward and say they are diseased?

Yes.

Mr. Evans—But when you go you go to visit particular cases?

Yes.

Mr. Gentle—But when you go to visit one do others ever voluntarily ask to be examined?

Yes.

The Chairman—Do you think there are still some in the brothels who do not come forward?

I could not say that.

Do you think it is possible they know that there is a hospital for them to go to?

That I could not tell you. To tell you the truth, I did not know that the old Lock Hospital was still open to receive them until the other day.

Have you any idea of the number of prostitutes or brothels in Singapore?

I could not give any idea, although there are a great many. What between Malay Street and Sago Street, Sago Lane, and Bugis Street, and all the scattered ones besides, there must be an enormous number.

Have you ever seen any deaths amongst prostitutes from venereal disease?

No.

How many have you got under treatment by the month?

Oh, about five or six in the month. There are only a few houses which Mrs. McBreen has got anything to do with. Sometimes even less than that.

That includes men and women?

That includes women only. With regard to the number of persons I treat, between male and female, I very often have 50 in the month.

There is plenty of disease amongst men?

Plenty.

Dr. Simon—You have spoken about brothels in Sago Street, Malay Street, Sago Lane, and Bugis Street; do you know anything about the brothels in China Street, Hongkong Street, Smith Street, and those places?

No, they are exclusively for the Chinese.

Then those Mrs. McBreen treats are prostitutes for all nationalities?

Yes.

Dr. Middleton—What class of men come to you for treatment—residents or people passing through?

Principally seafaring men.

Where do they contract the disease, here or elsewhere?

As a rule, here.

The Chairman—Is the disease bad amongst them?

As a rule it is gonorrhea or soft chancre.

You think these cases are increasing?

Decidedly. I get far more cases than I did two years ago.

In fact you think there is nothing to stop it from increasing.

No, except regular examination of the girls.

Do you think the women would object to that?

I don't think so.

Would they go to hospital?

I think so. If they knew that things would be made comfortable for them, I don't think they would raise any objection. Of course a great many of them are afraid of hospitals at first, but a few being induced to go, they would very soon see that it was better to go there.

You think if they had a woman to attend on them it would influence them to go there?

Yes, of course it would.

Dr. Middleton—Do you mean a lady doctor or a woman of their own nationality?

I mean a woman of their own nationality.

Mr. Evans—Do you think they would prefer a European lady doctor?

No, I do not. I don't think women generally admire female doctors; they don't place the same confidence in them. Lady doctors have been found failures at home.

Dr. Simon—Do you think they care whether they are examined by a man or a woman?

What can a woman of that type care?

Do you think if these women knew there was a hospital for them they would go to be treated?

Yes, I think they would be only too glad to be treated.

Do you think they would come regularly to be treated?

Yes, if things were properly explained to them. These diseases are not comfortable, and it is no pleasure to a girl to be sick.

How is it now they do not go to hospital?

I think a great many of them do not know of it. There are always fresh girls coming, and possibly the keepers have an objection to their going.

You think they take their cue from other women?

Quite so, and once they had tried the hospital they would recommend it to others. They certainly cannot be as comfortable in the brothels as they would be in a properly regulated hospital.

They hardly ever get well where they are?

They have no chance of getting well.

Colonel Pennefather—You think that women who are diseased go on plying their trade?

I do, certainly.

Mr. Evans—Do you think they go on with their business for their own pleasure or because they are compelled to?

Because they are compelled to; they must make money.

The Chairman—Suppose there is a brothel with about half a dozen women in it all diseased, what is the keeper going to do?

She should wait until they are well again.

Do you think she is likely to wait?

No; but if the law compelled her she would have to wait. It would be her misfortune that her house was closed. There is no existing law, and that is where the difficulty comes in. You cannot compel the girls to go to hospital. The sooner the law compels them to go the better. As long as there are half a dozen diseased women in the place they are sufficient to spread it all over the town.

You think that compulsion should be brought to bear on the keeper?

Certainly, the keeper should have no voice in the matter at all. If a girl is sick, into hospital she should go.

At present the brothel-keeper has got everything to do with it?

Yes, she can have a doctor to attend to them or not, just as she pleases. Mr. Wispauer, the witness who was examined before me, attends most of the Japanese girls, but they are very free from disease. There is little disease amongst the Japanese.

Dr. Simon—You think they are more careful?

They are such cleanly girls.

Mr. Gentle—Have you ever had any opportunities in going to these houses to observe what proportion of the money paid goes to the girl?

Not a cent goes to the girl; they simply get their food and clothing, and the girl has to stay there until the money she was bought for has been paid back.

Mr. Gentle—So that the brothel-keeper has the strongest possible inducement to compel the girl to receive visitors even when she is diseased?

She must; she has no say in the matter; she is the brothel-keeper's property practically.

What do they pay for these women?

I do not know. I hear the price varies from $100 to $200, $300 or even $400 for an exceptionally pretty girl. It is a shameful thing to allow these girls to be bought in this way; in a great many instances they do not know what they are going to do. It is one thing where a girl likes to go wrong herself and another thing to be compelled to do so.

Mr. Evans—Do you treat many soldiers?

Yes, sometimes.

Mr. Evans—What do you treat them for?

I have had some cases of secondary syphilis, but principally soft chancre and gonorrhea.

The Chairman—Do you treat many?

Yes, I treat a fair amount.

Do you treat any of the men of this regiment?

Yes, I have done.

Dr. Middleton—Has the number of soldiers you treat increased since you came to Singapore?

Increased decidedly.

Dr. Middleton—Have you come across many cases of gonorrheal ophthalmia?

I have never had a case.

At this stage the Committee adjourned until Thursday, May 5th, 1898, at 11 a.m.

D.

SECOND DAY.

Present:—Brigade Surgeon Lieutenant-Colonel Stokes (Chairman), Dr. Simon, Dr. Middleton, Colonel Pennefather, and Messrs. Evans and Gentle.

Dr. MUGLISTON, Colonial Surgeon, was the next witness called.

The Chairman—I understand you attend a good number of prostitutes?

Yes.

What nationalities do you specially attend?

All nationalities.

But most of which?

There are more Chinese in Singapore, therefore I attend more.

You attend more Chinese prostitutes than any other nationality?

Numerically, yes, but not more in proportion perhaps.

Do they come to you or do you visit them at their houses?

Both.

Do you see them regularly?

Yes.

Are you employed by the brothel-keepers or by the women themselves?

What do you mean by employed?

Dr. Simon—Are the keepers responsible for the business part of the transaction?

The girls do not come separately, and I think the brothel-keepers pay.

You look to them for payment?

Yes.

The Chairman—Do these brothel-keepers send for you or do the women come themselves?

It depends. You are talking about Chinese. Japanese girls come independently, more so than the Chinese. The Japanese girls are more free agents than the Chinese, though not strictly free. There are some Japanese girls in the hands of their keepers, just the same as the Chinese are. The Chinese are divided into two classes, one a strictly Chinese class, the other an all nationality class. The all nationality class come to see me when they are ill; the strictly Chinese class they either come with the brothel-keepers or else they come with their mothers or the persons who stand in the place of a mother, but as a rule the brothel-keepers bring them.

Do you, from your experience, know that venereal disease is very prevalent among prostitutes?

Yes, extremely prevalent.

Among the prostitutes of which nationality is it most prevalent?

It is prevalent amongst all of them, the Chinese chiefly. I think there are very few Chinese prostitutes in Singapore who either have not venereal disease or have not had it.

It is more prevalent than it was then?

I don't think there is room for any increase; I think they all have venereal disease, and have had it for years. It can't increase much more.

In the generations now growing up it will increase perhaps?

I don't know whether there are now more prostitutes in Singapore than there were formerly. I have no means of judging. I know what there used to be. In the days of the old Lock Hospital they were registered. When I was in charge we examined about 350 of the all nationality class every week, including Chinese, Japanese, Klings, and Europeans. The strictly Chinese class were examined once a month; they were about 3,000. At the present time I should think there are just as many professional prostitutes as formerly, and far more "sly" prostitutes than there used to be, particularly amongst the Europeans and Malays. The examination of the strictly Chinese class used to take about a week in each month. It was a dreadful business. I was not quite so expert as Dr. Rowell or Mr. Leicester. I could do about 110 an hour, Mr. Leicester about 115, and Dr. Rowell about 120 an hour; and if you work that into 3,000, you will see how many days it took.

What forms of disease do you most commonly meet?

Constitutional syphilis in all its forms.

Do you treat many cases of primary syphilis?

Not amongst Chinese; amongst Europeans a few, and amongst Japanese. I doubt whether the Chinese generally understand the importance of the sore. I think that is the reason they do not come. They look upon it as they look upon a sore on the finger. They don't know that it will lead to constitutional trouble.

Does that sore heal of itself?

They either don't do anything to it or they use Chinese medicine. They probably have a Chinese doctor, or the brothel-keeper puts on a little caustic.

When they get very bad then they come to you?

When they begin to get sores and skin diseases then they come to me.

When you find a woman diseased, do you tell her or her keeper that she must not have intercourse?

Yes, always. It depends on the form of course.

Have you any assurance that it is kept?

None at all.

In fact, you think it is not kept?

In many cases I have no doubt it is not kept.

Over what period has your experience of venereal disease in Singapore extended?

Seventeen years.

Has venereal disease increased in Singapore during the last ten years, in extent and virulence?

I have got the figures of the hospital at Kandang Kerbau. There is one point which will be of great interest to you. During 1887, the year before the repeal of the C.D.O., there were admitted into Kandang Kerbau Hospital 1,755 females. Only one of these was admitted for constitutional syphilis, the others were all soft chancre and clap, and constitutional diseases not syphilitic. Since then I have tabulated the figures for constitutional syphilis to show the increase in the hospital. In 1888 there were 103 admissions for all causes, two cases of constitutional syphilis, and no deaths. In 1889 there were 157 admissions, 11 cases of constitutional syphilis, and one death; in 1890, 122 admissions, 4 for constitutional syphilis, no deaths; in 1891, 88 admissions, 11 for syphilis, one death; in 1892, 149 admissions, 22 for syphilis, no death; in 1893, 169 admissions, 22 cases of syphilis, no death; in 1894, 208 admissions, 54 cases of syphilis, no death; in 1895, 211 admissions, 49 cases of syphilis, 3 deaths; in 1896, 285 admissions, 77 cases of syphilis, 5 deaths; in 1897, 239 admissions, 85 cases of syphilis, and 5 deaths. In 1897, however, there were 10 deaths due to tubercle of the lungs, which was probably indirectly due to syphilis.

By all diseases, you mean all venereal diseases?

No, no, I mean diseases generally, and the figures given are the cases of constitutional syphilis occurring amongst them.

When you put it down syphilis, is that necessarily the cause of their going to hospital?

Yes, that is what they are admitted for.

The 1,755 in 1887 were people sent to hospital under the C.D. Act?

Yes, they were persons detained by me for venereal disease. When the Ordinance was repealed the numbers fell. If you wish for more figures I have also got the figures of the Tan Tock Seng Hospital. In 1886 there were 247 males admitted. These were for diseases which are put down in the books as syphilitic, but at that time we unfortunately had a system of grouping soft chancres and hard chancres together. I have, however, taken out from the returns all those cases which are entered as constitutional syphilis. In 1886, 247 males were admitted for venereal disease, 137 for constitutional syphilis, there being 7 deaths; females 1, no deaths. In 1887, 281 admissions males, 158 constitutional syphilis, 20 deaths; females 5, no deaths. In 1888, 395 admissions males, 175 constitutional syphilis, 22 deaths; females 3, no deaths; in 1889, 670 admissions males, 220 constitutional syphilis, 21 deaths; females 3, 1 death. In 1890, 735 admissions males, 250 constitutional syphilis, 35 deaths; females 3, 1 death. In 1891, admissions males 763, 309 constitutional syphilis, 27 deaths; females 1, 1 death. In 1892, admissions males 667, 320 constitutional syphilis, 14 deaths; females 13, 2 deaths. In 1893, admissions males 758, 399 constitutional syphilis, 28 deaths; females 6, 2 deaths. In 1894, admissions males 722, 370 constitutional syphilis, 35 deaths; females 9, 4 deaths. In 1895, admissions males 700, 386 constitutional syphilis, 53 deaths; females 10, 4 deaths. In 1896, admissions males 781, 396 constitutional syphilis, 47 deaths; females 9, 5 deaths. In 1897, admissions males 793, 363 constitutional syphilis, 18 deaths; females 11, 3 deaths. The deaths for 1897 ought really to be greater, because some of the constitutionally syphilitic people were re-admitted for other diseases: 2 for dysentery, which might or might not have been syphilitic; 9 for beri-beri, which of course was not syphilitic; 2 for debility, which probably was syphilitic; 7 for anæmia, probably syphilitic; 5 for diarrhœa; and one for phthisis, probably also syphilitic; and of these 20 died.

The females, were they all admitted for constitutional syphilis?

Yes, all the females were admitted for constitutional syphilis.

The repeal of the C.D. Act took effect on January 1st, 1888?

Yes, 1887 was the last year of it.

Do you think venereal disease has become virulent during the last 10 years, as well as more common?

Yes.

Had you any experience of the working of the C.D. Act?

Yes.

I think you said that the figures for the last few years showed that syphilis was increasing?

Yes, although I formed the opinion when on rounds in the hospital that the constitutional forms of syphilis were not so virulent as they had been. That was merely an opinion, however, but the figures for the last few years seem to bear me out in that

view. In 1895 there were 386 admissions for constitutional syphilis at Tan Tock Seng's Hospital, and of these 53 died. Next year, 1896, there were 396 cases of constitutional syphilis, and 47 died. Last year we had a few less cases (363) of constitutional syphilis, but the deaths were very much less. Just now we have over 100 cases in hospital, more than we have had for years, but these include a great many cases of primary syphilis. People are coming in more for primary syphilis now.

Mr. Gentle—All the males admitted to Tan Tock Seng's Hospital are of the very poorest of the population?

They are all of the lower classes, but they are not paupers. They are artisans chiefly, gambier coolies, pepper coolies, boatmen, rikisha pullers, coolies in shops in town, and members of the working classes generally.

Most of them earn from 10 dollars to 15 dollars a month, I suppose?

Yes. Some time ago I did go into their earnings, and that was about it.

The Chairman—Do you not think that some of these prostitutes go to Chinese doctors?

Yes, I think they always do.

Do you think there are more go to them now than used to be the case?

Not so many as there were before I started attending them. Formerly they always went to Chinese doctors. Up to four or five years ago, when I instituted my system with the approval of Government, I don't think they had any proper medical attendance at all. But since then a great many come to me, and a great many go to other doctors, but still that is only for the worst forms. Like many uneducated Europeans, the Chinese do not understand the importance of the chancre.

Mr. Evans—In the houses that you attend, Dr. Mugliston, you only see the cases brought to you?

I only see the cases that are brought to me or that I am asked to go to.

You don't see the other cases?

No.

Dr. Simon—Have you had any experience of the working of the C.D. Act?

Yes, I was in charge for two or three years.

Did you find any objection on the part of prostitutes to submit to periodical examination?

None at all.

What, in your opinion, has been the effect of the repeal of the C.D. Act?

An enormous increase in suffering generally. Formerly the Medical Officer interposed when the girls were sick to prevent their being worked, now they have no protection in that way. They are at the mercy of the brothel-keepers.

Do the brothel-keepers prevent the girls from coming up for treatment?

They don't prevent them, because they are not obliged to bring them. They simply don't bring them.

The brothel-keepers lose pecuniarily if the girls are sent to hospital?

Certainly that would act as a deterrent. That was what I meant by an increase of suffering generally. The girls are not free agents.

They are at the mercy of the brothel-keepers?

Entirely. Mr. Evans can tell you what checks there are on that by the inspection of the Protectorate officials, and so on.

Mr. Evans here explained that the Protectorate had practically no check on the keepers. He had a certain amount of power, like a magistrate had over a legal offence. If he got information of an offence he could look into it, but he had no power to go round and inspect the brothels. That was stopped at the end of 1894.

These brothel-keepers appear to be a great block in the way?

There are good and bad, some are humane, some are not. Chinese do not look at these things in the same light as we do.

Dr. Simon—Any attempt to deal with these prostitutes individually is utterly futile?

Yes, they are not human beings; they are animals.

They are slaves to their keepers?

To my mind, they are practically slaves.

And any attempt to deal with them as human beings is hopeless?

Yes, partly from their being practically slaves, and partly from their utter lack of education and absolute indifference. They are inferior animals.

Do you think these prostitutes know they have an hospital to go to?

Oh, yes, that they know thoroughly. It has been repeatedly explained to them by the Protectorate, and in my own case it is always my endeavour to get them to go to hospital. The increased admissions to the Lock Hospital are almost entirely due to me. I have got them to go into it more than they did.

What is their objection to it?

The objection that exists in all countries to go to hospital partly. Europeans won't go to the General Hospital here without persuasion, unless they have been before. The Chinese of course are very timid. They live in their houses amid their own surroundings, and they are very timid about going out of them. It is chiefly timidity I think on the part of the girls, and ignorance on the part of their adopted mothers, which prevents the Lock Hospital from being more extensively used. Of the people admitted into Kandang Kerbau Hospital last year, Mr. Leceister tells me that more than half were sent in by me. During the last four or five years I have adopted this system, the numbers are gradually going up and the institution becoming more popular.

Do you think, under the present system, any attempt to induce these women to go to hospital would be successful?

Never, when they have got primary syphilis.

No system you could suggest would have that effect?

I am sure they would never go in when they were suffering from a primary sore, and a primary sore is the infecting stage.

Have you seen many deaths from venereal disease amongst the prostitutes?

Yes, I gave you some deaths in the returns I quoted, and in private practice I also see a good many deaths, but they are contract patients, and I keep no record of contract patients.

How many prostitutes do you treat per month?

I could not tell you; I do not keep a record. It is a very large number per month. Some time ago I made out a return for the Secretary of State, and Dr. Simon may have a copy of this in his office.

Dr. Simon—Do you see much sickness in private practice?

No, not a great deal; it is rare.

Dr. Middleton—Among males, do you see much sickness in private practice?

No, not in private practice. There appears to be more sly immorality than there used to be.

Dr. Middleton—What is the cause of that?

I think men are afraid to go with public prostitutes; they know that they run a risk, and men now keep women, and so on.

You think there is a great number of sly women knocking about?

Yes, I know there are.

Are they not infected?

As a rule they keep themselves clean. They keep to one or two men, who may join in keeping a girl.

Dr. Simon—The Japanese women are not so much under the control of their keepers?

No, not so much. When they first come down they probably have a heavy advance to work off for clothes, passage money, and so on, and they are under the control of their keeper for some time; but not so much as the Chinese. They are allowed to go out, though they are not free altogether.

The Chairman—Do many of these women have houses of their own, independently of the brothel-keepers?

I don't think so.

Dr. Simon—You mean single women?

Not unless they are kept by rich Chinese, Arabs, Malays, or Europeans. These may keep a Chinese woman, in fact, many of them do; but these women are not prostitutes in the same sense. They are kept women.

Dr. Middleton—Have you any experience of Javanese or Kling prostitutes?

Yes. They don't come into hospital very much. I think the Klings probably are all syphilitic in the same way as the Chinese.

Dr. Simon—They don't consult you much?

No, very seldom.

Colonel Pennefather—You don't know anything about the Malays or Javanese?

No, not a great deal.

What you have seen, are they as much contaminated with disease as other classes of prostitutes?

Not so much as the Chinese. We have Malays in hospital of course, but the Malay prostitutes are sly prostitutes, and always were so. Even in the days of the C.D.O. we had very few Malay public prostitutes.

Not many of them came under the provisions of the C.D.O.?

No, not many. I never understood why that was so; it ought to have been possible to have routed them out. There are a good many around Tanglin now, and always have been. Soldiers go there a good deal. Some of them speak a little English, enough for the soldiers at any rate.

In concluding, Dr. Mugliston said that if a medical man gave evidence in favour of the C.D.O., it was often insinuated that he was interested, but this was not so in his case, because if the C.D.O. were reintroduced he would probably have to work it, and the enormous amount of extra work would not be welcome.

The Committee then adjourned until Monday, May 9th, at 11 a.m.

E.

THIRD DAY.

THURSDAY, MAY 12TH, 1898.

Present:—Mr. A. Gentle (in the chair), Dr. Simon, Dr. Middleton, Colonel Pennefather, and Mr. Evans.

The Rev. W. G. Shellabear was the next witness called.

The Chairman explained the objects of the Committee and referred to the despatch of the Secretary of State, in which it was suggested that some modification of the regulations in India should be adopted in the Straits Settlements. They were met at once, he said, by the difficulty that there was nothing corresponding to the cantonment here, whilst it was reported by all the medical men who had been called before the Committee that venereal disease was very prevalent, and the case for the re-enactment of the C.D.O. was extremely strong. But then there was this passage in the Secretary of State's despatch: "I have given most careful consideration to this question, and I do not consider it to be proved that the system of contagious diseases acts was really effectual for its purpose. Moreover, it was undoubtedly capable of great abuses, and it was, and continues to be, objected to by a large body of public opinion in this country." That was the particular phase of the matter which they would like him (Mr. Shellabear) to enlighten them upon, because all the people who had come before the Committee did not share these objections. They would like to know upon what grounds these objections rested. There might be strong objections in European countries, where the women were well informed, had ample means of being cured, and in every sense were free agents; but if any one point had been brought out more forcibly before them than another it was that the great bulk of prostitutes in Singapore were not free agents, that many of them were brought here against their will, or sold by their friends, that they were in fact chattels, and received no share in the earnings of their prostitution. They were practically slaves, and there seemed to them to be no alternative between compulsory examination and segregation, or allowing things simply to take their course. They wanted him (Mr. Shellabear) to tell them if he knew what the objections were to that.

Mr. Shellabear—I presume the objections are much the same here as they are at home, that the regulations are liable to abuse.

Colonel Pennefather—In what way?

Perhaps I may read to you the objections which have been raised at home, and then from that you will be able to compare them with the conditions out here These are the seven reasons. (Reads the following extract from a memorandum issued by the British Committee of the Federation for the abolition of the State Regulation of Vice).

1. That impurity in men is as reprehensible as it is in women.

2. That the regulation of prostitution tends to destroy the idea of the unity of the moral law for the two sexes, and to lower the tone of public opinion in this respect.

3. That every system of organised prostitution encourages profligacy, increases the number of illegitimate births, develops clandestine prostitution, and lowers the standard of public and private morality.

4. That the compulsory medical examination of women, the basis of every system of regulation, is an outrage on women, and tends to destroy, even in the most degraded, the last remnant of modesty which she may retain.

5. That the registration of prostitutes is contrary to common law, and to the principle of liberty.

6. That in regulating vice the State forgets its duty of affording equal protection to both sexes, and in reality degrades the female sex and corrupts both.

7. That the State, whose duty it is to protect minors and to assist them in every good effort, on the contrary incites them to debauchery, in so far as it facilitates it by regulation.

Continuing, witness went on to say—Now the abuses which have been the result of regulation at home have been chiefly in the direction of driving women into prostitution, that is to say, it gives a certain power to the police, or to those who have the regulations in hand, over these women.

Colonel Pennefather—In what way?

Sometimes directly and sometimes indirectly.

Colonel Pennefather—Do you mean to say that cases have been known in which a person having authority under the Contagious Diseases Act has induced a woman to submit herself to his wishes on the threat that if she does not he will denounce her as being a prostitute?

Not necessarily to his own wishes, but to become a prostitute.

Colonel Pennefather—He induces her to become a registered prostitute by what means?

By threats.

By threats that he will denounce her as a common prostitute if she does not?

Yes.

The Chairman—Even if that were the case at home that would not apply here. Mere unchastity on the part of a woman would not render her liable to the Act.

Mr. Evans—But you know, Mr. Shellabear, that a very large majority of the prostitutes here are not free agents?

Yes.

Mr. Evans—Do you think the registration of those prostitutes would be in any way contrary to the principle of liberty, knowing, as you do, that they are not free agents?

Yes, in binding them absolutely; they are only bound now in their own thought. Any registered prostitute can at any time say to me or to any of the officers in charge of the Ordinance, I do not propose to be a prostitute any longer. That is the theory; it never works. Under the Ordinance that was the complaint—that the women never did make such complaints.

Colonel Pennefather—It was shown that many of these girls actually left brothels.

The Chairman—In a great many cases the women were married.

Mr. Evans—Of course.

Witness—I have not got the reports of the Protectorate here, but there have been complaints to that effect in the reports of the Protectorate, that the women are very slow to come forward.

Mr. Evans—They are slower now because they have no opportunity of doing so. In the old days every prostitute used to appear personally before the Protectorate once a quarter and was given an opportunity of saying anything she wished to the Protector of Chinese in her own language to a person who understood her own language. You say that the registration of a prostitute is contrary to the principle of liberty, I ask you if it was not that registration which gave her the opportunity of claiming her liberty?

You say that it did.

Mr. Evans—I ask you if it did not?

It brought them before the Protector.

They have not that opportunity now?

They are given the opportunity when they are already under the tie, the tie being their license.

The Chairman—The license is not an order to prostitute.

Colonel Pennefather—In the same way the registration of criminals is not an order to commit further crime.

Dr. Simon—These women are already bound to carry on prostitution on account of their relations with the women whose chattels they are.

Do more women elect to lead a moral life and leave the brothels now than before the repeal of the Contagious Diseases Ordinance?

I know of no recent cases at all. The only people I know who have made any effort to work amongst these people were Mr. and Mrs. Snuggs.

And what was their experience do you know? People do not leave these brothels any more on account of the repeal of the C.D. Act than they did before?

I know this much, that Mrs. Snuggs, before she was married, had a refuge home. That must have been during the time that registration was in force, and I think she had about the same number in her home at that time as she had afterwards. I don't know that there was any difference. There was certainly no startling increase.

That was after the repeal of the Act?

Oh, yes, long after the repeal of the C.D. Act; the home was opened in 1893 or the beginning of 1894.

Do you think the repeal of the Act has had any good or any bad consequence?

I have no means of judging. In the beginning of 1896 I was down several times round about Smith Street and Sago Street, and round about there. I met a Sikh one day who had a conversation with me, and he told me that Singapore had a much worse reputation at the beginning of 1896 than it had in previous years.

In what respect a worse reputation?

As regards disease.

Dr. Simon—The medical evidence before us all went to show that disease had increased. I don't think there can be any doubt about that. Of course the C.D. Act did not eradicate disease; that could not be expected.

Have you any figures to show here that the state of disease is different in regard to increase and decrease to what it is in India and in England with respect to the repeal of the Act? I suppose you are aware that during the time the C.D. Acts were in force in India and in England the disease increased?

Colonel Pennefather—We have no evidence of that before us; we are simply concerned with the particular case of this Colony.

I suppose it will be necessary to show that the state of affairs is different here to what it was in England and India. Otherwise people would say that what had been the case at home and in India must also be the case here.

Dr. Simon then handed the witness the figures appearing in the memorial of the Straits Association on the subject, witness remarking that there was a break in the figures, and that it would have been much more satisfactory to have had the figures complete.

Colonel Pennefather pointed out that the Committee had taken the figures for the last few years under the Ordinance, and had given the figures for the first few years since the abolition of the Ordinance.

Mr. Evans—Even supposing that a good number of girls are inveigled into the trade, don't you think they would have a much better chance of being assisted out of it and being sent back to their relations, if they are brought into personal contact with a European inspector, the Protector of Chinese, the doctor, the apothecary, any man of high character, who would do his best to rescue them from these places?

Of course, it would bring them into contact with Europeans.

Mr. Evans—And it would be an advantage to them to be brought into contact with Europeans?

It might be.

What do you think yourself? Don't you think it would be an advantage for a girl to be brought periodically before myself or Dr. Simon, to have an opportunity of speaking or not, as she wishes?

I don't think it would be much advantage to be brought before Dr. Simon. He would be too busy at inspection time. (Turning to Dr. Simon.) Did you ever have a complaint brought before you?

Dr. Simon—Certainly, in the old Lock Hospital.

Witness—At inspection time?

Dr. Simon—Yes, at inspection time, but not very many.

Witness—With regard to the Protector, I think there ought to certainly be some advantage in being brought before the Protector.

Mr. Evans—The only way in which a woman can be brought regularly before me is by registration.

They are brought before you when they come into the Colony.

Mr. Evans remarked that they were often brought into the Colony in ways calculated to avoid his observation.

The Chairman then suggested that they should deal with the objections raised by Mr. Shellabear seriatim. To the first—that impurity in men is as reprehensible as it is in women, he thought there could be no objection. As regards No. 2—that the regulation of prostitution tends to destroy the idea of the unity of the moral law for the two sexes, and to lower the tone of public opinion in this respect, of course public

opinion must refer to persons outside the brothels. They had abundant evidence that the unfortunate inmates of the brothels were dead to all sense of shame.

Colonel Pennefather—Do you think amongst the native population there is any opinion against prostitution, amongst the Chinese, for instance?

Certainly.

You think there is public opinion against it?

Certainly.

Mr. Evans—Don't you know that well-to-do and highly respected Chinese residents do not think it at all derogatory to themselves to own brothels and to build houses on their property as brothels?

I am not aware of that.

Mr. Evans—The majority of the brothels are owned by well-to-do and respectable Chinese.

Witness—I know that the Baba Chinese—and I am not speaking of Christian Chinese—are horrified when they find their boys frequenting these singing clubs and other places where there are prostitutes.

The Chairman—They object to them wasting their time, squandering their means, and endangering their health?

Mr. Evans—But public opinion is not only Baba public opinion. You must remember that a man or a woman may be horrified at the idea of their own children going into prostitution, whilst, at the same time, they would not hesitate to make money out of it. They would be horrified that their children should drink or smoke opium, but, at the same time, they are glad to make money out of opium or liquor, whilst the opium farmer no doubt would not allow an opium smoker to be a krani in his office.

The Chairman—Then public opinion is not against prostitution in the abstract?

It is not against making money out of it.

Dr. Simon—It is a family feeling?

Put it in any way you like.

The Chairman then referred to the opinion of a learned Mohamedan judge in India, who stated that amongst his compatriots chastity as chastity had no value.

To a great extent that is true of Europeans. I do not think European public opinion in Singapore is very strong against prostitution in the abstract. They would not like their sisters or their mothers to be engaged in prostitution, but they have no very strong objections against prostitution in the abstract.

Colonel Pennefather—They would draw the line at making money out of it. They would be ashamed because of the opinion of their friends.

No native would lose caste by making money out of brothels?

I suppose not. There was the Lim Loh case.

The Chairman here explained that Lim Loh was gibbeted in Mr. Lamont's paper for buying a girl for $800. The girl, however, seemed to have more independence than usual and refused to go, and Lim Loh was accused of taking a slipper to her, whereupon he brought an action for libel and was able to prove that the matter had been exaggerated.

Witness—It was proved in evidence that the Chinese do not consider that they lose caste by keeping women to almost any extent.

Don't you think that to a great extent disposes of No. 2?

No, because I contend that amongst Europeans it is very different.

You say that the regulation of prostitution tends to lower the tone of public opinion in this respect?

I think the tone of public opinion has been already lowered by the C.D. Act.

With regard to No. 3, the Chairman remarked that it seemed to him there was no organised system of prostitution. These places were registered to prevent them becoming dens of disease and filth, and registration no more encouraged profligacy than the regulation of an opium shop was an encouragement to smoke opium. There would be no reason or necessity to license opium shops except to make money.

Colonel Pennefather—The licensing of opium shops was supposed to put a check on the abuse of opium.

It was also to prevent illicit chandu being consumed.

Colonel Pennefather—You could do that just as well without any regulations.

Would the farmer be satisfied?

Colonel Pennefather—The farmer would be perfectly satisfied.

Mr .Evans—Do you know that since the repeal of the Act the amount of clandestine prostitution has increased?

It must have decreased; it is no longer clandestine. There is no such thing as clandestine prostitution now. All the rikisha coolies know where these people live.

Mr. Evans—Do you not know that there is now more prostitution among would-be respectable women, having husbands of sorts, than there used to be? I refer to Chinese almost entirely; you can take all my remarks as referring to the Chinese more particularly. Have you heard that?

No.

You have not heard complaints by respectable Chinese that would-be respectable women are now more apt to take to prostitution than they were before, because they have not the fear of the law before their eyes? In the old days they were afraid to do it because they were afraid of being arrested.

Is it supposed they carry on prostitution in their own houses?

Mr. Evans—No, not in their own houses; they go to these accommodation houses, where you can go and pay $1 or 50 cents for the use of a room.

I have not heard that.

Colonel Pennefather—Don't you think the possibility of being brought within the operation of the C.D. Act would act as additional deterrent to some women not to lose their chastity?

Yes, I suppose it might.

With regard to No. 4, the Chairman asked whether it was not rather reversing things; because a woman first unsexes herself, you reproach us because we examine her.

Then you think the examination does not outrage her?

The Chairman—With a view to prevent her from injuring others.

Colonel Pennefather—Do you think it degrades any of these prostitutes in their own eyes?

Yes. Ladies who have spoken with these women have been told by them that they object to the examination. They consider it degrading.

Mr. Evans—Does it appear to you to be more degrading to these women to be examined by a medical man and sent to hospital for treatment, or to be compelled, as they are now, to carry on prostitution when they are suffering from venereal disease?

I don't see why you should compare the two.

Dr. Simon—Because those are the existing conditions.

Mr. Evans—The majority of prostitutes in Singapore are suffering from venereal disease and practise prostitution; they are not free agents. Can you, under any circumstances, imagine that it is better for them to practise prostitution when they are diseased than to be examined by a medical man?

The question of their being degraded by the inspection does not enter into that at all. The question which you raise is whether it is more degrading for a woman to practise prostitution when she is diseased than when she is not?

Mr. Evans—The majority of women are unwell and practise prostitution.

That may be the case. I don't know that that justifies you in committing a further outrage upon them.

Dr. Simon—A lesser outrage.

A further outrage.

From any point of view you cannot contend that it would be an outrage to have these women examined by a medical man and put in hospital?

Certainly, I think it is an outrage.

Dr. Middleton—Do you consider it an outrage for a woman who is not a prostitute to be examined medically?

Not if she undergoes it willingly.

But suppose the prostitutes are willing?

It is the compulsory nature of it which is the degradation.

Mr. Evans—Don't you think a married man would be justified in ordering his wife to submit to examination if he knew she were suffering from a disease which must be attended to?

Yes, but he is her husband.

Colonel Pennefather—I understand you to say that examination is an outrage when made compulsory by law, but not when sought by private persons out of regard for their own health?

The Chairman—Why do you object to the Government doing systematically what private persons may do on a small scale?

It is a degradation because it is done for a certain purpose, the purpose being to make the woman fit for further prostitution.

The Chairman—Are you not asking too much?

Mr. Evans—You are begging the question, sir.

The Chairman—It may be so on the part of the brothel-keeper.

Examination tends to that end.

The Chairman—It might tend to the rescue of the woman also?

It might, but in the majority of cases it does not.

Are you aware that at present the prostitutes in many of the brothels are obliged to go before a medical man for examination by the brothel-keepers?

I don't know what has taken place in the last year or two, but some two or three years ago I know that a certain amount of compulsion was brought to bear.

As that is done by the brothel-keepers in certain cases at present, do you think it would be more of an outrage to have it done under the law?

I think it is an outrage now.

It is an outrage you cannot prevent under the present system.

You do not propose to prevent it.

We do not propose to prevent it, we only propose to do it under regulation. Under No. 4, might I ask you what is the alternative if examination is not to be compulsory? Is not the only alternative that these women must continue in disease? They cannot be cured unless somebody steps in.

The women ought certainly to go to hospital and be cured, but it is quite another thing to compel them to go.

Mr. Evans—Do you know that these women are not aware that they require treatment, and allow the disease, which could easily be cured if taken at once, to develop until they are absolutely incurable? Do you think it is an outrage to point out, when they are thus diseased, that they require treatment?

It depends upon the means employed.

The Chairman—Although you approve of women coming voluntarily and being examined by medical men, yet you disapprove of their being examined systematically and compulsorily; but where is the difference between the compulsory examination and segregation of a man suffering from small-pox in the public interest? Why should you object to the examination and segregation of a woman who is communicating disease to others?

One is an indecent outrage. You do not require to examine a person's private parts to see whether he has got small-pox or typhoid fever.

The Chairman—I don't see where the outrage comes in.

In the indecency of it.

You cannot cure people without it. They themselves have committed the outrage.

All the arguments which have been adduced are precisely the same for European women as for Chinese.

The Chairman—The women are not the same. I think the question turns upon whether the women are free agents or not.

There are hundreds of women in European countries who are not free agents.

Passing on to No. 5, the Chairman said he failed to see why the registration of prostitutes was contrary to common law; they registered all other dangerous trades.

You propose to make it a trade then?

We don't make it a trade, it is a trade, and one of the most paying trades in the place.

The Chairman—By No. 6, do you mean that the same treatment should be meted out to both sexes? In what way does the State forget its duty of affording equal protection to both sexes?

I should say from improper pressure being brought to bear on the prostitutes.

Colonel Pennefather—Improper pressure to do what.

As you are aware, I suppose, prostitutes who are licensed have suffered very cruelly in European countries from all sorts of abuses by the police—blackmailing and being driven into prostitution. Men are not required, according to the C.D. Act, to submit themselves to registration or anything of the kind.

The Chairman—No, because they are not carrying on a trade.

They are carrying on the traffic, which is practically the same. The man is just as much engaged in the trade as the woman is.

The Chairman—No, because he makes no money out of it.

How does that affect the question? The man is just as guilty as the woman. The man cannot be touched because he refuses to be touched; the woman we touch because she is in our power.

The Chairman—We know that when a woman is gaining a livelihood by this means she is more liable to communicate disease than, probably, the man is. I quite see that if we could, by any possible means, bring the men who are diseased under the operation of the Act it would be a very good thing. But how would you do it? Can you suggest anything of the kind, any process by which the men could be subjected to the same provisions as the women?

Turning to No. 7, the Chairman said he did not know exactly what was meant.

That refers to males.

The Chairman—So far as I understand you, you warmly approve of the efforts made by the doctors, Dr. Mugliston, Dr. Rogers, and Mr. Wispauer, to cure these women?

If it tends towards the women leading a moral life. If it is simply preparing her for further prostitution then I don't think it can be commended.

The Chairman—But how is the doctor to exercise any discrimination? I want you to tell us, Mr. Shellabear, why, if you approve of what private practitioners do in a small way, you should disapprove of Government doing it on a large and efficient scale.

In the case of Government, mainly on account of the moral effect which it produces on the general public, in inciting them to debauchery by giving them the idea that it is a thing in which they can safely indulge, that it is a thing recognised by the Government, and one in which there is nothing wrong in indulging.

Mr. Evans—Do you think a Chinese coolie is ever deterred from going to any place because the Act has been repealed?

Certainly.

The Chairman—To put what you said in another way, you are afraid that examination and cure would be too effective—that there would not be sufficient punishment for unchastity?

No, not at all, because I thoroughly and firmly believe that the Acts have not the power to accomplish what they are intended to do. I fail to see why Singapore should be different to all other parts of the world. If it is true that in India disease actually increased during the time the Act was in force and has been stationary since, if it is true that in England the disease also increased during the operation of the Act and has since decreased, how should it be different in Singapore?

Mr. Evans—You must know that it is extremely difficult to get reliable information after the Act has ceased, and it may be that when people say that disease has decreased since the abolition of the Act they are speaking without information.

In England you can tell by the recruiting returns.

Mr. Evans—On the other hand, the hospital admissions here and the experience of private practitioners shows an enormous increase.

Are they figures that can be absolutely relied upon?

Mr. Evans—Certainly they are.

Might not that be because there are more people going to private practitioners than there used to be?

Mr. Evans—I was speaking of males.

It should also be borne in mind that the European population of Singapore has increased greatly of late. I should say it has nearly doubled within the last five years.

The Chairman—Can you suggest any means other than the C.D. Act by which something can be done to check the spread of venereal disease?

I think you must go further back and touch the importation of women for immoral purposes. The reports of the Protectorate in past years have stated that the importation each year is about 50 per cent. of the number of prostitutes; therefore in two years you will have covered the whole staff of prostitutes, if you can do anything to improve the state of affairs amongst the prostitutes who are imported.

Mr. Evans—They must be compulsorily prevented from prostituting?

No, you say that the women who come here are not free agents; if they were free agents they would not prostitute.

Mr. Evans—A large number of them.

That being the case, if you could by any means prevent their being imported otherwise than as free agents you would soon stop the thing.

The Chairman—Would you count the love of gain a motive in free agency?

If a person elects of her own free will to live a life of prostitution I call that free agency.

Although pressure may be put upon her by her relations to support them by her earnings?

That, of course, would be exceedingly difficult to grapple with.

The Chairman—Do you approve of lock hospitals?

I approve of lock hospitals if they are for the purpose of keeping women out of the brothels; if they are for the purpose of turning them back to prostitution I do not approve of them.

You are assuming that you can prevent them going back to a life of prostitution.

You can do something to prevent it; a very great deal could be done.

The Chairman—You can suggest nothing else than restraining the women arriving here?

As regards the soldiers, I think a great deal could be done. I think that to deal with the number of women would reduce the disease.

Would that be an advantage?

I know that the advocates of the C.D. Act contend that the larger the number of women the less the disease.

The Chairman then asked the witness whether reducing the number of women would not lead to other and worse, because unnatural, forms of vice, instancing the experience of the planters in Java.

It seems to me more horrible for wicked men to ruin innocent young girls than that wicked men should ruin each other.

Do you think there is any strong opinion against the C.D. Acts in Singapore?

No, I think there is no strong opinion against it. No doubt ladies, in some instances, were opposed to it, but their husbands were not willing that they should know anything of the matter. Amongst the prostitutes there was a feeling against compulsory inspection.

On what do you form the opinion that the prostitutes are opposed to inspection?

I form that opinion on conversations which ladies have had with the native women.

The Chairman—But if the brothel-keepers took the same view of the effect of the C.D.O. as you do, that it creates a real or imaginary sense of security, they would rather welcome it; it would mean more custom.

If they were far-sighted they might, but they look to their own immediate profits.

Do you consider it wrong to cure a prostitute?

No, the Government is quite right in maintaining hospitals to cure women who go there voluntarily, but I think it wrong to do so compulsorily or for the purpose of preparing them for further prostitution. I wish you to understand that my view, though it may seem somewhat illogical, is based on what I believe to be the ultimate result of such action on the part of Government. I believe such action would ultimately lead to more disease and, further, to the moral degradation of the people. The idea that there is safety in such a course will produce more prostitutes, and as you increase the prostitutes you increase the disease.

The Chairman—Have you any knowledge of any of the abuses of the system here?

I have heard statements made with regard to abuses which have taken place here, that the brothel-keepers have been threatened that if the women were not sent to be examined they would be locked up in the rescue home.

Mr. Evans—That is a very venial offence.

Dr. Simon—That is since the abolition of the C.D.O. Have you heard of any during the operation of the Act?

I have no knowledge of any.

F.

ANSWERS to some of the questions by Dr. W. G. ELLIS, Medical Superintendent, Lunatic Asylum and Police Surgeon.

6. What forms of disease do you most commonly meet?

Tertiary, in the form of brain syphilis.

10. Over what period has your experience of venereal disease in Singapore extended?

The last ten years.

11. Has venereal disease increased in Singapore during the last ten years, in extent and virulence?

Amongst the admissions to this hospital, yes.

12. Is it still increasing, and, if so, can you give any figures in support of your opinion?

The last few years the yearly increase has apparently ceased, judging by the admissions to this hospital. The admissions into this asylum, showing undoubted signs of present or past syphilis, were:—

1890	...	...	...	... 4 per cent.
1891	...	...	...	... 6.50 per cent.
1892	...	...	...	... 18 per cent.

1892 to 1897 varying from 13.50 to 18 per cent. Of course, there is no doubt that the insanity in many of these cases was due to other causes than syphilis. In 1896, 3.47 of the admissions were suffering from insanity due to syphilis, the ratio in England for the five years ending 1896 was 1 per cent. for males, and 6 for females. In 1897 our rate was about the same as in 1896.

13. Had you any experience of the working of the Contagious Diseases Acts in Singapore?

No, it was repealed shortly before my arrival in Singapore.

15. What, in your opinion, has been the effect of the repeal of the C.D. Act?

An increase of venereal disease, both in numbers and severity.

FURTHER QUESTIONS put to Dr. W. G. ELLIS, in his capacity as Police Surgeon, by Lieutenant-Colonel PENNEFATHER, with Answers.

1. How long have you been acting as Police Surgeon?

Since 1st May, 1897.

2. Do many of the recruits offering themselves show signs of hereditary venereal disease?

I only remember two instances.

3. Do many of the recruits offering themselves show traces of venereal disease other than hereditary?

Frequently—enlarged glands, scars on penis, gummatous scars, bubonic scars. These men are always refused.

4. What kind of venereal disease is most prevalent amongst the police?

Syphilis and gonorrhœa in about equal proportions. I have not seen many soft chancres.

5. Have you many cases of secondary and tertiary syphilis?

During the year from May 1st, 1897, to May 1st, 1898, I have seen five cases secondary syphilis, mostly iritis, eight cases tertiary syphilis, 29 cases primary syphilis, 34 cases gonorrhœa, and six cases gonorrhœal rheumatism. The large majority of the cases of primary syphilis and gonorrhœa was amongst the recruits.

6. Have you known any cases in which men have had to be discharged from the force on account of venereal disease?

A few cases in which venereal disease has been the indirect cause—chronic rheumatism, syphilitic cachexia, general debility, paraplegia.

7. Do many of the patients who attend from other causes show signs of venereal disease?

I rarely examine, but if I do there are generally scars present.

8. Are you of opinion that venereal disease is on the increase amongst the police?

I have not yet had sufficient experience of the police to answer this question.

9. Can you say whether it has any special effect on Malays?

No.

10. If venereal disease is on the increase, is the increase amongst the more serious forms or amongst the lighter forms?

Answer as in No. 8.

11. Have you any experience of venereal disease in other settlements?

No.

12. Do you know whether the native Malay population of this or other settlements is largely affected by venereal disease?

I have had no experience.

G.

QUESTIONS put to Dr. GALLOWAY, with his Answers.

1. You were in Singapore some years before the repeal of the C.D. Ordinance?
Four years.

2. You do a large practice among the native community?
About two-fifths of my practice is native.

3. Do you see many cases of venereal disease among natives?
Yes, chiefly among (1) migratory Chinese, (2) indigenous Chinese, (3) Bengalis and other Indians; and, least of all, if at all, among Arabs.

4. With what forms of disease do you most commonly meet?
About equally with the local and constitutional forms.

5. Much secondary syphilis?
Speaking of the term of, say, ten years from date of acquisition as secondary syphilis, I have always several hundred cases under treatment.

6. Do you think venereal disease is increasing in Singapore?
At the present moment, probably not, as it is impossible to re-acquire constitutional disease within ten years. Local disease is probably in *statu quo*.

7. Have you any opinion as to any connection of increase (if any) with repeal of the C.D.O. based on your experience before and after the repeal?
I consider that during the first five years of the repeal, venereal diseases increased enormously. A study of the birth-rate per mille among the races mentioned might give much information.

8. Can you give an opinion as to prevalence of disease among any particular class or nationality of women?
With the prostitute class I have nothing to do. With other classes I must decline to answer, further than that it is very prevalent at present, while being very rare before 1888.

H.

MINUTE by the PROTECTOR OF CHINESE on Brothels in Singapore.

Chinese brothels in Singapore are divided into:— (*a*) Public brothels (formerly "registered" under C.D.O.), about 200 in number, containing about 3,000 prostitutes (all Cantonese); (*b*) Private brothels (or "unregistered" under C.D.O.), about 150 in number, containing about 600 prostitutes (chiefly Tiechiu).

In (*a*) prostitutes are divided into:—

(1) "Kongchu" (lit. "princesses"). These are the daughters, real or purchased, of the brothel-keeper. They are absolutely her property to use or dispose of.

(2) "Pongnin" (lit. "assist for term of years"). These have been purchased by the brothel-keeper, or other women, and are bound to prostitute themselves for a term of years (about six) for the benefit of their purchaser. If the purchaser is an honourable woman (!) they are free at the end of the fixed term. It frequently happens that towards the end they are sold for another term to a new purchaser.

(3) "Tap tang" (lit. "sharing the lamp"). These girls rent rooms in brothels, paying the brothel-keeper half their earnings. The other half may go to themselves if they are "free girls," or to the "pocket mother" if, as frequently happens, they belong to some old woman.

In (*b*) prostitutes are divided into:—

(1) The property of "pocket mother";
(2) Kept women;
(3) Married women (in absence of husband).

NOTE (*a*) (3).—"Sharing the lamp" or "lodgers with the lamp" refers to the big lamp in the front hall of the brothel under which all the prostitutes sit waiting for customers.

NOTE (*b*) (1).—Are generally younger than is suitable.

NOTE (*a*) (1), (*a*) (2), and (*b*) (1) have absolutely no voice in the disposal of their lives. They form the large majority of the total number.

"Pocket-mother" means purchaser; generally during the infancy of the girl. Most women connected with brothels have one or more young girls in their possession. These young girls will in due course swell the ranks of the prostitutes.

Registration of brothels and prostitutes is the only way in which we can assist these unfortunate women and girls. The arguments about this have been set out by successive Protectors of Chinese and duly forwarded to the Secretary of State.

W. EVANS,
Protector of Chinese, S.S.

I.

MEMORANDUM by Colonel PENNEFATHER, Inspector General of Police, S.S.

Number of brothels in Singapore, with approximate number of prostitutes:—

—	Public Brothels.	Private Brothels.	Total.	No. of Prostitutes.
European	22	9	31	39
Japanese	26	—	26	161
Chinese	228	80	308	1,751
Indians	10	9	19	33
Siamese	—	4	4	28
Malay	12	29	41	94
Total	298	131	429	2,106

Private brothels are private houses where two or three women live and carry on prostitution on their own account. Public brothels are those in the well-known brothel streets, houses which are never used for any other purpose, in which there is generally a brothel-keeper.

J.

MEMORANDUM by Dr. M. F. SIMON, Principal Civil Medical Officer, S.S.

I was in charge of the Lock Hospital for about three years, from 1877 to 1880, during which time the Contagious Diseases Ordinance was in force here.

During this time I examined many thousands of women, and do not recollect a single occasion on which any objection was made to examination by any woman of any nationality.

The diseases mostly met with then were gonorrhœa and primary chancre; secondary syphilis was hardly ever met with.

On several occasions women have taken the opportunity of being brought for examination to state to me that they wished to leave their brothels. Such women were invariably detained and handed over to the Protector of Chinese.

K.

62, Kampong Martin, Singapore,
May 11, 1898.

DEAR SIR,

I HAVE received your letter of the 9th May asking me to appear before a Committee on the C.D. Acts. I am too glad to appear, but my statement will annoy you, for it is very long. I, therefore, take the liberty to state my opinion on this matter, and if you require further information, either about this Act or other cause, I shall be glad to furnish it or attend at your office personally. I like to help the poor girls who are acting as prostitutes, because I know that they are either kidnapped or bought in China and brought to Singapore. When they appear before the Protector of Chinese they call the kidnappers or purchasers their parents, and after passing the Protector's examination they are sold to a brothel-keeper, for whose benefit they have to prostitute for six years. During these six years the brothel-keeper gives them only one suit of clothes a year, and if they want more they have to get them at their own expense. They have also to pay for the furniture in their rooms and for their tea, oil, tobacco, matches, &c. If the brothel-keeper hears that they are trying to run away they are drugged,

taken to another country and sold, and they will then have to serve another six years, although they may have worked out five years with their original brothel-keepers. Girls who succeed in running away with their men are generally sold again (by them) in the end, hence no prostitute can live a happy life unless she stays out her time with the first brothel-keeper. Some of the prostitutes in Singapore have husbands in China. Their being here is due either to their own misconduct or to their being kidnapped. Prostitutes who borrow money in China have to pay double the amount here. Sometimes young women who work as ayahs in China are kidnapped. The kidnapper tells them that they can earn $10 or $15 a month here, which is very good pay in China, and offers to lend them $50 or $100, which they have to pay double the amount here. On arrival here if they have no money to pay, they are forced to be sold as prostitutes. Some ayahs who work in brothels here, and who have saved $200 or $300, would borrow $100 or $200 more, and go off to China to buy girls and bring them down here as prostitutes. On the way from China the girls are taught what to say and where they are going, but in spite of this they sometimes make a slip and get detained in the "home." It cost the buyer money to get them out, and this goes harder with them as they have to remain longer with her to make good the money spent. There are many companies in Singapore and China which bring women, girls, and babies down here for sale every six weeks, and these are sold like goods. In cases where a lot of girls, women, and babies are brought, the women are made to say that one girl and one baby are hers, and after the examination all is sold. The officer who goes on board from the Protectorate knows all about this, but the members of the kidnapping companies understand how to settle the matter with him. Female kidnappers dress themselves in a different costume every time they appear at the Protectorate, and photographs cannot tell. Prostitutes who have disease are forced to receive men, and if they are very ill the time of their illness is carefully marked, together with the money spent in doctor's fees and medicines; and when their time is up they have to stay longer to make good the money spent. Five or six years ago Dr. Mugliston charged such prostitutes, whether ill or not, 50 cents per month. This was not for medical attendance or medicine. If any girl paying this monthly charge became ill and were dying she was admitted into the Doctor's private hospital, but a girl who was not paying would be taken to the (public) hospital and a post-mortem examination held when she died. To start this rule he held (post-mortem) examinations on many brothel-keepers, and the other keepers and inmates of brothels were frightened and obliged to pay. Some prostitutes cry when they speak of this, and they say that they have to stay one year more with the brothel-keeper on account of this charge. Many girls are forced to prostitute at the age of 13 or 14, especially those who sing in eating houses (music halls). They become bad if enough money is paid them. If the C.D. Acts were resumed it would be a great help to the poor prostitutes, but women must be employed to tell them not to be afraid, as it is for their benefit.

Yours truly,
JANE MCBREEN.

FEDERATED MALAY STATES.

No. 25.

HIGH COMMISSIONER SIR J. A. SWETTENHAM to MR. CHAMBERLAIN.

(Received October 4, 1898.)

[*Answered by No.* 31.]

SIR, Government House, Singapore, September 8, 1898.

I HAVE the honour to forward a representation from the Resident-General on the desirability of taking steps to ameliorate, by legal regulations, if possible, the wretched condition of the Chinese public prostitutes in the Malay States.

2. My despatch of the 5th August last,* on a kindred subject must have recently reached you.

3. I invite attention to the paper by Mr. G. T. Hare, the Chinese Secretary, for several reasons. The author is an exceptionally gifted Chinese scholar, who has acquired a very intimate knowledge of Chinese thought and feeling, partly in China, in this Colony, and in the Federated Malay States.

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* No. 24.

4. He has suggested the outlines of a scheme of action which he advocates, and that scheme is free from the most striking faults which impaired the experiments hitherto made by Government in legislating on this subject; I mean the attendance of women at public offices for compulsory examination.

Mr. Hare is perfectly correct when he writes: "Chinese women loathe the system, and, whenever they can, avoid emigrating to countries where the Contagious Disease Ordinance is enforced."

5. Considering the great risk of infectious disease which is inseparable from the infamous life led by inmates of brothels, it would not be unreasonable to compel by law the keepers of such places to provide proper medical advice and assistance (that is to say, the constant attendance of a medical man or woman having a European qualification), and separate accommodation in a proper sanatorium for the sick.

If necessary or desirable, the medical fee per head per year might be fixed by law so that the arrangement need not break down on this point.

I believe every large public school in Great Britain, whether for boys or girls, makes similar arrangements, so that Mr. Hare is only advocating a measure which in itself is not repugnant to English ideas.

6. The scheme is, of course, open to the reproach of "regulating" prostitution, but that is a reproach from which no Government can escape. An authority, for instance, which closes a brothel in Portland Place while freely allowing others in other streets not far off, may be open to the same reproach.

7. The defence of the measures advocated by Mr. Hare (including the regular inspection by a superior European officer of brothels and registration of their inmates to prevent kidnapping and oppression) is, that they are based on pure philanthropy, and are calculated to relieve suffering of oppressed humanity, and that it is right to interfere with prostitution in the degree necessary for attaining their object.

8. Persons who carry to an unreasonable point their objection to all action of this kind, may object that the measures now advocated, if successful, will render harlots more healthy, and therefore make vice more attractive.

This objection seems to involve the proposition that no immoral person of either sex should receive medical care at all for any disease, or at least for disease due to vice. The proposition seems an unsound one.

9. It may, however, be pointed out to such objectors, that the measures now advocated will cost vicious people some money, and will therefore render immorality more expensive and less easy. Also that, as these measures are calculated to prolong the health and lives of existing harlots, they will delay and diminish the demand for fresh victims from the untainted and innocent female population of China, so that on the whole virtue will be the gainer.

I have, &c.,
J. A. SWETTENHAM.

Enclosure in No. 25.

RESIDENT GENERAL to the HIGH COMMISSIONER.

Resident General's Office, Selangor, Malay Peninsula,
August 23, 1898.

SIR,

IN September, 1891, I forwarded to the Governor of the Straits Settlements a memorandum on the registration of prostitutes, of which I now enclose a copy. I also enclose copies of an extract from the report of the Acting Protector of Chinese, Perak, for the year 1894, and copy of a letter, dated 1st August, 1895, from Dr. Haviland, a distinguished Perak surgeon.

2. I cannot speak with any exact knowledge of what was done in the other States to protect prostitutes, especially Chinese prostitutes, but I can say with confidence that in Perak the Government, by means of the rules framed from time to time, had been able to extend efficient protection to a class which required it more than any other in the State.

3. Without consulting the Sultan or Chiefs, and against their most strongly expressed opinions, Her Majesty's Principal Secretary of State sent out instructions which put a stop to all the measures in force here for the protection of the unfortunate women

whose health and liberty we had hitherto done something to safeguard. The condition of prostitutes in the Malay States now is probably worse than it has ever been; for the Government, having made rules for their protection and insisted on the observance of them, has withdrawn its protection and left the women, especially those of Chinese nationality, to be dealt with by their owners (masters and mistresses) as those people, the most infamous of their kind, think best for their own interests, without the smallest reference to the health, comfort, or wishes of the women whom they hold in the vilest form of slavery.

4. I do not understand how the views of a section of the British electorate can, with any show of justice or even tolerance, be forced upon the people of a Malay State, where the conditions of society bear hardly any resemblance to those which obtain in England, but where the ruler of the State, his chiefs and advisers, who know what they have to deal with, are unanimously in favour of a course of action. I very respectfully submit that their judgment should [not] be set aside except for the strongest reasons—reasons which can be shown to have such weight in this country (not in a foreign land 8,000 miles away) that their force and value will convince an unprejudiced mind that they are valid and should be accepted.

5. The British people have every right to decide how their own social questions shall be settled, but I cannot see how they can fairly impose their will upon the Government and people of a Malay State, and when that course means the indescribable misery of a large number of helpless women, who have never heard the name of England, it is not surprising that the compulsory ruling of a powerful Government should be regarded as an act of oppression which is bitterly resented by those responsible for the welfare of all who are subject to Malay administration in the Protected States.

6. I wish to say as little as possible on this subject myself, but it is my duty to represent the facts, and I now enclose for Your Honour's perusal a paper on the condition of the brothels and prostitutes in the Protected Malay States from the pen of Mr. Hare, Secretary for Chinese Affairs, together with reports by some of the Government Surgeons dealing with the same subject.

7. As Resident of Perak I did what I could to protect these unfortunate women, and I would have gone further, and insisted upon a greater regard for their health and that of the people who patronise them, and for whom we have to find, at some time or other, employment, medical attendance, hospital accommodation, and in many cases a pauper's burial; but, at the moment when the Perak State Council wished to insist upon some form of medical inspection, I was ordered to cancel the regulations we had built up to protect the prostitutes against their unnatural masters and mistresses.

8. When I saw by the newspaper reports (some of which are enclosed*) that a strong effort was being made to do something in India, I called for the reports I now enclose, and I confess that, to read what Mr. Hare has written, makes me feel that it is very difficult to hold my position in the Federated Malay States with the responsibility for such a horrible state of affairs as he describes.

9. I imagine that we have almost as little right to try to suppress prostitution in the Malay States, as the Sultan of Turkey would have to forbid the consumption of intoxicants in England; and when Chinese prostitution means the supply of two thousand women to a population of at least 200,000 men, the Government is hardly likely to wish to accentuate such an enormous difference in the sexes. But I would rather shut up all the Chinese brothels than appear to countenance the horrible evils of brothel slavery as practised in Chinese brothels. As the matter stands, the Government either countenances what is going on every day, or weakly declines to extend its protection to Chinese *women*, while we have laws to protect Chinese *men*, as well as strangers of other nationalities.

10. I appeal, therefore, to Your Honour to obtain, and that without delay, permission to allow me to reintroduce regulations for registering prostitutes, for inspecting brothels, for insisting upon their proper construction and sanitation, and for doing all that we used to do to alleviate the condition of these unfortunate women, who, exiled from their country, are the absolute slaves of vile procuresses and brothel keepers, who carry on their trade, under our protection, with our full knowledge, and employing methods which we not only tacitly approve, but from which we have been compelled, against our conviction, to withdraw almost every form of restraint.

11. Your Honour will understand that this letter is not the result of any representation made to me, either by those whose cause I plead, or by any other section of

* Not printed.

the community. The Chinese women's voices do not reach beyond the walls of the houses where they are held in bondage by those who regard them as part of the furniture. The nature of their calling shuts them off from the sympathies of the more respectable members of the Chinese community, who are too busy with their own affairs to concern themselves with a matter of this kind. Besides, the Chinese are always exclusive, and, though they know the evils of the brothel system, they know also that they can only be redressed by Government interference and control. The Muhammadan population, despising the Chinese, and holding themselves aloof from all contact with them, except in business matters, is ignorant of the condition of these women, and the ruling class—as the Sultan of Perak remarked to me the other day—resents the action they have been obliged to take under our advice, and washes its hands of the result. The handful of Europeans is not large enough to form anything like a real public opinion, and this subject is not within their knowledge. The Government officers who know and would speak plainly have been told to be silent, and the responsibility for again raising the question rests only with me. If Your Honour will bear in mind that the matters dealt with in Mr. Hare's report concern two thousand Chinese women and girls, who live under our supposed protection, I do not think I need make any excuse for advocating the re-introduction of measures that will enable us to discharge some of the duties that I very strongly feel we have too long neglected.

I have, &c.,
F. A. SWETTENHAM,
Resident-General, F.M.S.

His Honour
The Acting High Commissioner,
Federated Malay States.

EXTRACT from the ANNUAL REPORT of the Acting Protector of Chinese, Perak, For the year 1894.

PROTECTION OF WOMEN AND GIRLS.

5. In Perak, as throughout the British Colonies in the East, the registration of brothels and prostitutes has, at the instance of the Secretary of State, been abolished. My own opinion—one which I share with every one who has any knowledge of the darker sides of Chinese life—is that this step is a lamentable mistake.

6. The case for the old Regulations stands thus:—

(*a*) Chinese prostitutes are in constant and urgent need of protection against the mothers, "pocket-mothers," and brothel keepers who live upon their earnings.

This is not the place in which to enter into the somewhat unsavoury details necessary to prove this proposition, but a perusal of Mr. Pickering's Annual Reports of the Straits Protectorate or of a book like Schegel's "De Prostitutie en China," will, I think, suffice to impress the truth of it upon all to whom it is not a mere axiom of official experience.

(*b*) This protection can only be afforded by some system which ensures that every woman shall be brought into personal contact with the officers appointed to protect her.

The idea that a prostitute fresh from China will herself take the necessary steps to secure her own welfare is, with all respect, absurd. She is Chinese, which implies that she is to the last degree distrustful, through ignorance of officials; she is a Chinese woman, which means the same thing in an enhanced degree; and she is in a brothel, *i.e.*, in a place from which, throughout her native country, the only means of escape are purchase by a wealthy lover, forcible abduction, disease, or death.

(*c*) Neither among natives nor among Europeans were the Regulations in any way regarded as either a State recognition, or a State regulation, of vice.

These regulations were solely designed for and solely directed at the protection of the liberty and well being of the women, and the fact that this was the case was recognised by all.

7. Under instructions from the Resident, I drafted an Order repealing the old Regulations, and enacting all that can now be allowed. This order, which is practically the Straits 14 of 1888, is now in force as Order in Council No. 1 of 1895. The difference between the new law and the old is that whereas the latter took the protection of British law to the women, the former merely offers it to them if they can succeed in

claiming it. It is a strange anomaly that the constant inspection which has been found the only true means of protection for coolies on estates should be now denied to helpless women in brothels.

8. I append returns of work done under the old Law, from which it will be seen that at the end of 1894, 1,038 Chinese prostitutes were registered in 92 brothels. The number of women who left brothels, on bond for their protection, to follow men was 43.

MINUTE by Dr. Haviland.

In connection with the question of the spread of syphilis, I am very strongly of opinion that every thing that is possible should be done to prevent it, and especially so in tropical climates, where the disease seems to take on a more virulent type than in temperate climates, and where intercourse between the sexes is far more promiscuous, and the tone of morality far lower.

2. But the dangers of contracting syphilis are not confined to those who run the risk through sexual intercourse, for it has been proved by the best authorities on the disease that there are many other ways of contracting syphilis, besides that just mentioned.

3. I would quote from Mr. Jonathan Hutchinson's work on syphilis, a book well known to all medical men: "We meet, however, in practice with numerous cases in which the contagion takes place upon parts distant from the genitals: on the fingers, as so often seen in the case of medical men and midwives; on the lips from kissing, or from the use of dirty pipes or drinking vessels; in the sores produced by vaccination; and, in fact, upon any part of the surface which has been by accident inoculated." Syphilitic infants have been known to inoculate their nurses, and, on the other hand, nurses have given the disease to children.

4. In the hospital at Taiping, where we have room for it, a special ward is set aside for those affected with syphilis. This is done as much to prevent contagion as for convenience in treatment. But there are very few Chinese, or Tamils either, who come to hospital for treatment, who deny having had venereal disease in one form or another.

HENRY A. HAVILAND,
Acting District Surgeon, Larut.

Taiping, August 1, 1895.

MEMORANDUM by the Secretary for Chinese Affairs.

Brothel Slavery amongst the Chinese, and the impossibility of abolishing or limiting Prostitution in the Chinese Community in the Federated Malay States owing to the permanent disproportion of the sexes.

1. Brothel slavery is a recognised institution in China. Prostitution there is created by the poverty of the people, and most of the women themselves become prostitutes, in order to live or to find a livelihood for others. Public prostitution is forbidden by the Chinese Penal Code, but is universally recognised by Chinese custom. Under the common law, a prostitute is the property of her master or mistress unconditionally and beyond redemption. Her only release from her enforced detention is purchase by a wealthy lover, forcible abduction by robbers, disease or death.

2. These helpless women are owned by brothel keepers, male and female procuresses, and pocket mothers of the vilest character that come from the lowest ranks of Chinese society. They treat the prostitutes like chattels as long as they are in their hands, and pass them, on note of hand, in return for or as security for loans, from one brothel keeper to another, just like a trader bartering his goods.

3. The miserable girls never receive a cent of their professional earnings, unless they are successful in hiding any little present they get from admirers; clothes and food are given them by their owners. Prostitutes are nearly always forced to prostitute at all times and in all seasons, sick or strong. If they break down, they are turned adrift in the streets. The Chinese statute laws protects the women in theory, but in practice her owner invariably has her official protector in her pay; one of the chief sources of income of the underlings in all mandarin magistrate offices in China is the squeezes levied on the owners of these prostitutes. In return for this, the owners of these women are allowed to deal with their property as they please.

4. Such, roughly, is the practice and system of brothel slavery in China. The evils and abuses of prostitution there are admitted by all qualified to speak, by Consular officers, by public servants in the Imperial Maritime Customs, by doctors and by missionaries. Still, the evils and horrors of this brothel slavery, bad as it is in China, are not so bad there as here; one must remember that the prostitute in China is in her own country, speaking her own language, amongst her own people, often backed and supported by family ties, and influenced for good by local surroundings, with the knowledge that she can always appeal to the humanity of her parents, relatives, friends, or fellow prostitutes in trouble and sickness; with the direct assurance and comfort in a very large number of cases, that her degradation as a woman is supporting a helpless father or mother or brother and sister unable to support themselves, and that she is doing her duty according to her lights in obedience to the principles of Chinese filial piety.

5. In the Colony of the Straits Settlements and the Federated Malay States, the miserable conditions of life of a Chinese prostitute are greatly aggravated by her exile, she is cut off from her parents, her relatives, and friends; she is absolutely and solely in the power of the brothel keepers, and has no one amongst her own people to appeal to for help against their cruelty or brutality; she drives her trade with the sickening knowledge in most cases that she has been cheated and brought here under false pretences, or perhaps been sold by her own parents, and that she is nothing more than a machine earning money for her owner. These women are too ignorant to know or realise that the law can protect them. They do realise that they are like rats caught in a trap, and look forward in despair to disease or death as the sole means of releasing them from slave barracoons, where they are imprisoned more closely by the force of Chinese customs and unnatural influences than by actual bolts and bars.

6. Chinese prostitution was practically established in the Federated Malay States before the English Government had any officers trained in Chinese affairs who were acquainted with all the evils entailed by this brothel slavery.

7. As soon, even, however, as such officers are found, as long ago as 1880, regulations were drawn up to give more liberty to the prostitutes, and do all that it was possible to do to diminish the acknowledged evils and abuses.

Compulsory medical examination of Chinese prostitutes was never enforced here as in the Colony, but the sanitary condition of the brothels was carefully attended to, and the prostitutes were protected by the Registration System carried out by the Protector of Chinese.

8. Later on, in 1894, the registration of brothels was forbidden both here and in the Colonies of Hongkong and the Straits Settlements.

9. Briefly, the results of this suppression have been as follows:—

The unfortunate Chinese prostitutes are now literally driven to prostitute, however sick they may be, till they are physically incapable of receiving visitors or are habitually rejected by them. Most prostitutes now die before they reach this stage. The rest, when unable to prostitute, are turned adrift by the brothel keepers, to beg or to steal or die. All the other evils foretold by the Protectorate officials in the Colony and Peninsula in their annual reports for 1894 and 1895 have arisen.

10. Before referring to a few of these evils, I wish to point out that the Contagious Diseases Act and the enforced medical examinations of public women have nothing whatever to do with what is called the registration of brothels. This was part of a practice and system carefully devised by the Protectorate officials in Hongkong, the Straits, and the Peninsula (who all worked in union in this matter), for the protection of Chinese women and girls.

The way in which registration lessened the evils of brothel slavery is as follows:—

(i.) Registration put brothel keepers under the power of the Registrar. The girls learned that there was a master that these keepers had to obey, and became less slavish in their obedience to them. They gradually learnt to trust the European.

(ii.) Registration brought the ignorant Chinese girl or woman continually into personal contact with a Government officer, who spoke her language, and defended her against the cruelty and inhumanity of her keeper. She learnt for the first time what steps to take to secure her own welfare and escape from the brothel when she wanted to.

(iii.) Registration prevented women and girls being passed from hand to hand, and sold to the highest bidder. The prostitute learnt that she could not be taken out of the brothel by her owner at will and sold, and taken to other foreign seaports without the Registrar's permission. This effectually safeguarded her liberty.

(iv.) Registration effectually guaranteed that no girl or woman should be detained in a brothel as a prostitute against her will, because the Registrar held quarterly and surprise inspection of the inmates of all brothels, and personally questioned every girl as to her willingness to remain a prostitute.

(v.) Registration improved the surroundings of the life of these unfortunate women by making their keepers provide them with accommodation and lodging that had to be in accordance with sanitary requirements; under such conditions the lives of these girls were less miserable and their physical condition better.

11. I repeat, registration of brothels had nothing to do with the medical examination of prostitutes. Registration was solely designed and specially adapted to take British law into these brothels, and make the inmates free. In no way was this registration looked upon by Chinese, Malay, or European as a recognition of or a regulation of vice by the State. Registration and inspection is the system that is employed by the Government in safeguarding the liberty and welfare of Indian and Chinese coolies on agricultural estates. Why should these Chinese women and girls who cannot help themselves be denied that protection which is freely given by Government through means of registration and inspection to coolies?

12. Since registration has been abolished the Chinese brothels in the Federated Malay States have fallen into a disgraceful state. All the evils mentioned above are now in full working force; their sanitary conditions have immensely deteriorated, and the women and girls in them are absolute slaves, are ill-treated, passed from district to district and from State to State, and are sold to the highest bidder. The present law without registration is practically useless. It cannot prevent buying and selling. It presupposes that the Chinese girl will come to you and claim protection. As a matter of fact, she cannot come because she is always detained by her owner, and because she distrusts the European, who is always vilely misrepresented to her by her keeper.

13. Such being the general state of affairs, and such the helpless state of the law, the question arises, what is to be done?

Chinese brothel slavery as it exists in the Federated Malay States is far worse than in the Colony or in Hongkong. In Hongkong there is almost a plethora of public women. In the Colony there are very few, but in the Peninsula there are fewest, and here, naturally, all the evils are accentuated and more pronounced. The Mahommadan debt slavery that formerly existed in these Malay States is mild in comparison with it.

14. There is practically no Chinese family life in the Peninsula, and roughly speaking no Chinese ever brings his family here to settle, although practically about one half of the male adult Chinese do remain and settle here for good. These are poor people without means, who cannot afford to marry. At present there are about 200,000 male adult Chinese in the Peninsula, and 3,000 Chinese women, about 2,000 of whom belong to the public class. No such fearful disproportion of the sexes as this exists in Hongkong, or even in the Colony, where things are bad enough, but slowly and surely improving.

15. It is, I submit, clear that it is impossible either to limit or suppress prostitution. On the contrary, I hold Government should place no restriction on or put any impediment in the way of willing Chinese prostitution in these States.

16. But we must remember the classes from which these Chinese prostitutes are recruited in China. I should say that, roughly speaking, only about 20 per cent. of the Chinese women and girls that come here belong to the public class of women in China. About ten per cent. of this particular class are independent, and keep their earnings. The rest are recruited from various sources. Some are purchased and brought up carefully for the purpose of prostitution. A very large number are females induced to leave China under some kind of pretences, such as being engaged as nurses, seamstresses, hair-dressers, &c.; some are widows or concubines who have been cheated by hopes of wealthy marriages; some girls who have been born in brothels; some are Chinese domestics (females) that have been sold by their mistresses to be married, but have been brought here for prostitution instead, and so on.

17. These women are imported here and placed in Chinese brothels. The only protection they get at present is the examination on their arrival at Hongkong and in the Colony by the Protector of Chinese, and here by the Secretary for Chinese Affairs. This does some good undoubtedly, but it is absolutely useless without registration. These Chinese women and girls are always coerced, beaten, or coached to pass this examination, and the Protector is always so vilely misrepresented to them by their importers that they do not believe anything he says.

The women and girls now pass, after the examination, into the brothels in the Colony and Federated Malay States, and become helpless slaves. In some cases they never see the Protector again. I need not say that they are not allowed to leave the brothel except under the supervision and escort of brothel bullies, much less allowed to come to the Protectorate and complain of being kidnapped or of ill-treatment. In eight cases out of ten these miserable victims find out for the first time, after they are once in these houses of ill-fame and bondage, that they have been brought here under false pretences. Up till this time the kidnapper has been bound to treat her well in order to get her to leave China. It is when she is imprisoned in the brothel that real cruelty (beating with a rattan, confinement, squeezing the fingers in boards, and other refined tortures) is first used against her to force her to receive visitors and earn money for her master or mistress.

18. It is clear, therefore, that this is the time when these women and girls most require protection. At present they cannot get it, the law tells them to come to the Protector. This they obviously cannot do. Registration sent the Protector (who knew the circumstances of their lives and the dangers they are exposed to) to them, and enabled him to save them from their slave holders. Till the protective registration system is re-introduced this brothel slavery must continue.

An enlightened Government that knowingly sanctions the continuance of all the abuses, evils, and horrors of Chinese brothel slavery lays itself open to the gravest charges of inhumanity and neglect towards these unfortunate women.

19. With reference to the question of enforced medical examination of Chinese prostitutes, I do not, personally, wish to see the provisions of the Contagious Diseases Act introduced in these States. It would undoubtedly reduce the number of public women.

Chinese women loathe the system, and, whenever they can, avoid emigrating to countries where the C.D.O. is enforced.

20. In the place of Government enforced medical examination, I would prefer to see power given to the Protector, State Surgeon, or any other officer specially authorised for the purpose, to order any woman or girl to go to a public or private hospital, if in their opinion she is ill and unfit to prostitute. In addition to this simple system, I would advocate the establishment of brothel medical club by a private European practitioner. Such a private doctor could contract with every brothel keeper to treat the inmates of each brothel at so much per head per mensem, and would keep a small dispensary and private hospital to carry out the system. Such a private practitioner would visit the brothels like private houses, and treat the prostitutes. The Protector and State Surgeons, too, would direct his attention to any cases of illness they saw on their inspections, and would, if they thought right, send sick women and girls to him to be looked after in his private hospital. I should add here that no Chinese woman will continue prostituting herself after she is diseased unless she is forced to do so by her owner. The law could be amended so as to make it a very serious offence for any person to allow or force a Chinese woman to prostitute when diseased. One of the advantages of this suggestion is that the medical examination of public women will not be in the Government hands, but in the hands of a private man, to whose pecuniary interest it would be to look after this business well. Here, for instance, in the Peninsula, one such doctor could look after Kuala Lumpor and Seremban, one after Ipoh, Papan, Menglembu, and the out district brothels, one after Taiping and Krian. I should say that private practitioners could take up this business, because the brothel medical fees would be a fairly certain source of income, and there should be a fairly good private practice besides amongst the Chinese upper classes and non-official Europeans and Eurasians.

21. I must repeat once more, however, that the medical examination of women by Government to prevent contagious diseases has nothing whatever to do with the Protective Registration system, by means of which Protectors of Chinese here and in the Colony formerly lessened the evils and sufferings of brothel slavery, and beyond all dispute effectually safeguarded the liberty and freedom of Chinese prostitutes.

Nothing short of the reintroduction of that protective system can save Chinese women and girls from the inhumanity and cruelty they suffer from the slave trade that Government has allowed the Chinese to establish here.

22. Unless, therefore, Government is prepared to suppress Chinese brothel bondage altogether, and stand prepared to face, in its place, the evils and crimes that must follow from the universal commission of unnatural offences throughout these

States, I cannot see how it can logically refuse to give these unfortunate Chinese women and girls the only means of protection (through registering them) that experience has shown to be of any use.

23. I have not referred to the question of venereal disease amongst the Chinese, because I note the medical authorities are dealing with this point. In connection with it, however, I may be pardoned if I refer to one point, and I do so only because I see no State Surgeon has referred to it. I allude to the frightful dangers that innocent Europeans and Chinese, with their families and children, are daily incurring of contracting syphilitic and gonorrhœal diseases at the hands of their Chinese Hailam servants. If a medical inspection were ordered to-morrow morning of all the Hailam servants (valets, cooks, coolies, rickshaw pullers, water carriers, &c.) now in service in European and Chinese private houses in Kuala Lumpur, I am confident that at the very least twenty per cent. of them would be found to be actually suffering from gonorrhœal or syphilitic affections in one form or another, and that practically sixty per cent. would be found to have suffered at one time or another from such diseases. If one remembers that these contagious diseases can be conveyed to innocent persons, men, women, and children, through the medium of eating and drinking vessels, clothes, blankets, bath room towels, and so forth (whenever any excoriated part of the surface of the body has been inoculated by accident), it is not necessary to point out what dangers from contracting these contagious diseases, Europeans and Chinese living here run, owing to the state of affairs existing amongst their domestic servants.

G. T. HARE,
Secretary, Chinese Affairs.

June 12, 1898.

MEMORANDUM by Dr. Welch.

SIR,

I HAVE to acknowledge receipt of your memo. of the 30th ultimo, on the subject of contagious diseases.

What I can say on the subject must necessarily be to a great extent limited to those who become inmates of the Pauper Hospital. As for any former experience, I can only rely upon memory and general impressions.

1. *Syphilis.*—The phagadenic form of the disease, which is most prevalent at the headquarters of the disease (mostly seaports) is decidedly uncommon. Most of the cases that I have met with have been Tamil coolies who had contracted the disease in Penang on their way through. It is very rare in the Pauper Hospital, though all other forms of gangrene are common enough. While inspecting mining bangsals in connection with the subject of Beri-beri some 7 or 8 years ago, I passed under review some thousands of coolies. When my errand was understood, all coolies who were at all seriously ill readily came forward and gave me full information about their diseases. This form of syphilis was never met with, although coolies affected with other forms and coolies dying from other diseases were most common.

The type of the disease in which the primary symptoms are slight, but where the later symptoms are severe, are very common. The early symptoms are sometimes so slight as almost to escape notice in both the male and female subject. A patient (especially female) therefore readily transmits the disease without being conscious of suffering from it.

For statistics, of course, the most reliable would be obtained at the Gaol, but the following are interesting so far as they go:—Out of 550 patients questioned on the 5th instant, 92 patients owned to having suffered from symptoms which were presumably those of syphilis, 74 owned to having had severe venereal symptoms which may or may not have been syphilis. These figures cannot be looked upon as exact, but any error on the one side is possibly balanced by an equal one on the other.

In the Leper Ward the prevalence was still more marked. Out of 138 patients, no fewer than 71 owned to and showed signs of, at any rate, severe venereal disease.

In the admission ward on the 12th instant, out of 21 new admissions, 9 showed old syphilis. On the 13th, 13 patients showed syphilis in 5 cases.

As regards the women in the brothels, who are the chief disseminators of the disease, I know little. While inspecting the brothels in Pataling Street, in accordance with the "Protection of Women and Children Regulation," some three years ago, I came across numerous cases, nearly all in a most advanced form. Several of these women assured me after removal to hospital, that they were compelled to pursue their calling in

spite of sickness; while many told me that they had been brought, as it were, "second-hand," from Singapore, and that they were suffering from disease when they came to the State.

The aggravated state of the disease among many Chinese patients is, I think, due to the indiscriminate use of mercury among Chinese practitioners, while, on the other hand, in many cases the same drug is used by the same men with benefit. The absolute neglect of cleanliness is, of course, in all cases an aggravating influence.

As to whether venereal disease is or is not on the increase, any opinion of mine must be entirely founded on general impressions, and these are unreliable. I have no evidence available to show that it is either on the increase or decrease. That larger numbers are admitted to the hospitals suffering from venereal disease is to be expected from the fact that there is more accommodation available every year for the treatment of less severe forms of disease, and that, with improved efficiency of staff and improved facilities for separation of cases, correct diagnosis of cases becomes more possible. To give an instance in point: "Rheumatism" used to be one of our commonest diseases; most careful enquiry into the past histories of patients shows a large proportion of these to be malarial, a still larger to be syphilitic. We seldom see a case of pure rheumatism.

In connection with the whole subject the question of transmission of leprosy along with syphilis (or other venereal disease) raises a serious question. The figures quoted above from the Leper Hospital show how prevalent a syphilitic history is among lepers. The co-prevalence of syphilis with leprosy is well known in Iceland, Scandinavia, and Northern Russia, while the measures taken in towns in both England and Scotland centuries ago show that no distinction was then made between the two diseases. The question is one, however, at present more of speculative than practical interest.

As to any measures for the amelioration of the existing state of things all I can say that these to be of any use would have to be of the most drastic description: (i.) Increased strictness in the admission of women from Singapore and Penang. (ii.) Strict registration of brothels, with better sanitary arrangements. (iii.) Careful and regular examination of public women. (iv.) If possible, examination of all coolie bangsals and enquiry into any possible cases of sodomy. That the last are frequent I know from my experience in attending on the coolies in Mr. M. Campbell's coolie bangsals some years ago. That it not unfrequently transmits the disease I know from certain cases which have presented themselves at the Pauper Hospital.

I have, &c.,
J. L. WELCH,
District Surgeon.

Pauper Hospital, Selangor, April 21, 1897.

MEMORANDUM by the State Surgeon, Selangor.

As requested by the Resident-General, I have the honour to report upon venereal contagious disease in Selangor.

2. I propose to divide my report into three headings:—

1st. The prevalence of contagious disease in Selangor.

2nd. The condition of the brothels and their inmates, with measures taken to improve them from a sanitary point of view, and to diminish the misery caused by venereal disease.

3rd. Suggestions and reasons for action in the future.

3. *The prevalence of infectious disease in Selangor.*—The returns from all hospitals in the State for the last ten years give the following figures as to the annual number of venereal cases treated as in-patients:—

Year.	No. of Cases of Venereal Disease.
1886	96
1887	222
1888	267
1889	297
1890	350
1891	447
1892	545
1893	571
1894	974
1895	766
1896	921

5. It is necessary to point out that these figures in no way represent the actual amount of vehereal disease in the State. Owing to their lack of knowledge of these diseases, the Chinese and others do not understand the vital importance of careful and continued medical treatment in the slighter forms, and never apply for assistance until they are actually unable to work. The figures given above represent, therefore, only those cases of venereal disease which have developed to such an extent as to disable the unfortunate sufferers.

6. When it is borne in mind that the subsequent results, both hereditary and otherwise, of syphilis, in no way depend on the severity of the outward manifestations, it will be seen that among a more or less unintelligent population statistics of disease of this nature are not wholly illustrative.

7. I attribute more importance to the results of a careful examination of all prisoners in the Pudu Gaol made for the purpose of this report.

A total number of 455 prisoners were examined, of whom no less than 164 bore actual scars and other signs of undoubted venereal disease; there were undoubtedly many, many others who had suffered from syphilis, but presented no outward signs of it. I made an attempt to gather some particulars from the prisoners, but found their answers so unreliable that I abandoned the attempt as misleading.

8. *The condition of brothels in the past.*—Reporting on the brothels in Kuala Lumpor in 1892, I made use of the following description:—"The houses occupied by Chinese prostitutes are of one description, consisting of two or three storied buildings, with narrow passages running the whole length of the house; doors at intervals along the passages open into small oblong boxes, which are pitch dark even in the middle of the day, and are lighted with a small lamp. The air in the rooms is foul and stagnant. It seems incredible to a European that women can exist in such a horrible and, in many cases, fœtid atmosphere."

9. The women brought occasionally to the hospital for treatment were found to be in an advanced state of disease, and almost invariably stated that they had been forced by the brothel keepers to continue their usual method of earning their living almost up to the date of admission to hospital.

10. At this time compulsory examination and treatment in hospital of prostitutes having been forbidden, a system of registration was carried out, by which certain houses were set apart as brothels, and the inmates registered by the police, a fee of 25 cents per month being paid by each prostitute. The registration was, however, carried out by a police officer, who could not speak Chinese, and was of little value.

11. The introduction of Regulation No. XII. of 1893 gave full powers to the officer in charge of the Chinese Protectorate, as Registrar under the Regulation, to exercise all proper supervision over the brothels and their inmates. Provision was made for registration and inspection, as well as for the maintenance of cleanliness and order. The minimum size and cubic space of rooms was also laid down.

12. Armed with the powers given him under this Regulation, the Chinese Secretary, aided by the Health Officer, at once set himself to deal energetically with the sanitary condition of the brothels, which were a disgrace to any civilised community.

13. The houses were dealt with one by one, the ventilation and lighting of the rooms and passages was improved by gratings in the floors and glass tiles in the roofs, openings for ventilation were made in the sides of the rooms, partitions were in many cases taken down, the latrines were altered and added to, and the houses were whitewashed throughout. A list of the inmates of the brothels was kept at each house, and if, when visiting the brothels, the Registrar or his representative came across any prostitute appearing to be sick, she was at once sent to the General Hospital for treatment.

14. These improvements were very greatly appreciated by the respectable classes of Chinese, and the Members of Council did all in their power to assist in the good work, which they fully recognised. About half the brothels in Kuala Lumpor having been dealt with, this excellent Regulation was, to the astonishment of everyone, suddenly repealed and replaced by another, which effectually stopped the progress of this good work by taking all power out of the hands of the Chinese Secretary and Health Officer. The brothels are now entirely neglected, and the worst class of brothel keepers are at liberty to keep their houses in as insanitary a condition as they please.

15. The better educated Chinese naturally ask why a good work of this nature should be abandoned, and why a Government the advantage of whose administration is everywhere apparent should utterly neglect this question, and appear to encourage and abet the brothel keepers in carrying on a condition of things which is a disgrace to the town. It is difficult to answer them.

16. *Suggestions for future action, with reasons.*—In common with, I believe, every medical man who has any experience in the East, I am strongly in favour of registration of brothels and prostitutes, with regular compulsory examination and treatment of sick in Lock Hospitals. This is the only complete and thorough way in which the question can be met.

17. Failing this, I would suggest that the Regulation of 1893 be again brought into force; the good work being done under it was undoubted, and it deals with almost every need except compulsory examination and treatment.

18. The idea that registration appears to be tantamount to an encouragement of prostitution by Government exists only in the imagination. In Kula Lumpor, at any rate, the exact opposite is the case.

If Government were anxious to check or stop the consumption of opium by the Chinese, would it be policy to remove the tax upon it and upon the shops in which it is consumed? Or would not this prove the best means of encouraging it?

So it is with prostitution and the brothels: the greater freedom from all registration and supervision, the more thriving and disreputable the trade. This is the way in which the Chinese in Kuala Lumpor regard the subject.

19. The relation of the sexes in the population of the Native States is entirely different from that of India, and certainly from that of any European country.

In the first place the customs and training of the people are entirely against a life of celibacy. The only safeguard they possess against immorality and disease is marriage, and to by far the greater number of them this is impossible, the results of the last census showing a population of 67,051 men and only 14,541 women.

20. The only way in which they can satisfy their sexual appetite, which, after all, is a part of their nature (the possession of which may be inconvenient, but is due to no fault of theirs) is by prostitution, or by unnatural and abominable vices, which are far worse. It is a matter of actual fact that in many cases intelligent Chinamen descend to forms of unnatural vice sooner than visit the brothels, which they look upon as centres of loathsome disease.

21. The prostitutes in Kuala Lumpor are almost entirely of Chinese nationality. In December, 1894, there were 705 Chinese and 53 Japanese, none of any other nationality.

22. In considering the question of contagious disease, the Malays may be practically left out of the question; the sexes are more equally divided, and the marriage laws are such that nearly all adult men and women are married once, and often several times. The relation of the sexes at the last census was, males 14,107, females, 9,643.

23. The relative number among the Chinese was, males 47,610, females, 3,234; and the Tamils, males 2,558, females 524.

E. A. O. Travers.

May, 1897.

CEYLON.

No. 26.

Governor Sir J. WEST RIDGEWAY to Mr. CHAMBERLAIN.

(Received December 5, 1898.)

Sir, Queen's House, Colombo, Ceylon, November 12, 1898.

I have the honour to acknowledge the receipt of your despatch of the 17th June last,* transmitting for my consideration and report copies of correspondence with the War Office relating to the question of taking special measures for checking the spread of venereal disease in the Colony.

2. In reply, I have the honour to inform you that the despatch was considered in Executive Council, and it was decided that an Ordinance should be drafted embodying the Indian Regulations, with certain modifications which would make them suitable to a town like Colombo. The Attorney-General accordingly drafted the Ordinance a copy of which is herewith enclosed, together with a memorandum† drawn up by him explaining the provisions of the Ordinance.

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* No. 23. † Not printed.

3. As it seemed to me very desirable to avoid legislation, I suggested to the Attorney-General that some of the proposed regulations might be made under Ordinance No. 3 of 1897, and I herewith enclose copy of his reply, together with a copy of the Regulations therewith received. I wished to have Clause 5 of the Draft Ordinance also included in the Regulations, but the Attorney-General reported that the clause in question could not be embodied because section 6 of the Ordinance No. 3 of 1897 creates disobedience of a regulation an offence, and section 7 of the same Ordinance provides the penalty for such offence.

4. I would therefore enquire whether you would object to an Ordinance being introduced on the lines proposed by the Attorney-General, and whether Clause 4 of the draft should be a regulation under Ordinance No. 3 of 1897, or embodied in the Bill.

5. I may mention with reference to the third paragraph of your despatch under reply that a reference to the General Officer Commanding the Troops has elicited the enclosed memorandum from the Senior Military Medical Officer, which does not altogether bear out the view that since the repeal of the Contagious Diseases Ordinance the average amount of venereal disease among the troops stationed in the Island has not increased.

I am, &c.,
WEST RIDGEWAY.

Enclosure 1 in No. 26.

DRAFT of an ORDINANCE for preventing the spread of Contagious Diseases amongst the Military Forces stationed in the Island.

Whereas it is expedient to make provision for preventing the spread of contagious diseases amongst the military forces stationed in the Island: Be it therefore enacted by the Governor of Ceylon, by and with the advice and consent of the Legislative Council thereof, as follows: — Preamble.

1. This Ordinance may be cited as "The Military Contagious Diseases Ordinance, 1898." — Short title.

2. It shall be lawful for the Governor, with the advice of the Executive Council, by Proclamation to be for that purpose published in the "Government Gazette," to bring any town or place where military forces are stationed under the operation of this Ordinance, and to define the limits of such town or place for the purposes of this Ordinance; and such Proclamation to amend, alter, or revoke as and whenever the Governor shall, with the like advice, determine. — Governor may bring town under the operation of this Ordinance.

3. In this Ordinance the following words and expressions shall have the meaning assigned to them, unless there be something in the subject or context repugnant to such construction: — Interpretation.

"Contagious disease" shall mean venereal disease, including gonorrhœa.

"Medical officer" shall mean any medical practitioner specially authorized by the Governor to perform the duties imposed by this Ordinance.

4. If a medical officer has *primâ facie* ground for believing that any public prostitute living in any town or place brought under the operation of this Ordinance as aforesaid is suffering from a contagious disease, he may, by notice in writing in the form set forth in the schedule or in any similar form, call upon such prostitute to attend at the hospital named in the notice at a time to be specified therein, and not to depart or quit it without the permission of the medical officer in charge, unless and until such medical officer is satisfied, by examination if necessary, that such prostitute is not in fact suffering or is no longer suffering from such disease. — Power to call upon prostitute suffering from contagious disease to attend and remain in hospital.

5. If a medical officer reports in writing to the Inspector-General of Police that any public prostitute having received a notice as provided in section 4, has refused or omitted to attend at the hospital named, or that such prostitute having attended at such hospital has quitted it without the permission of such medical officer, the Inspector-General of Police may, if he thinks it expedient, by order in writing, direct such prostitute to remove from such town or place within twenty-four hours, and prohibit such prostitute from remaining longer in or re-entering it without his written permission. — Power to exclude from town or place.

6. The Inspector-General of Police may, by notice in writing, prohibit— — Removal of brothels and prostitutes.

(*a*) The keeping of a brothel; or

(*b*) The residence of a public prostitute in any town or place brought under the operation of this Ordinance, or in any specified part thereof.

Loitering or importuning for sexual immorality prohibited.

7. No person shall in any street or public place within the limits of any town or place brought under the operation of this Ordinance loiter for the purpose of prostitution, or importune any person to the commission of sexual immorality: Provided that no person shall be charged with a breach of this section, except on the complaint of the person importuned or of a member of the military police force employed in such town or place.

Entering barrack or grounds for sexual immorality prohibited.

8. No person shall enter within the limits of any barrack or barrack grounds for the purpose of prostitution, or of importuning any person to the commission of sexual immorality.

Penalties.

9. Whoever—

(*a*) Having under section 5 been prohibited from remaining in or re-entering any town or place brought under the operation of this Ordinance, remains in or re-enters it without the written permission of the Inspector-General of Police; or

(*b*) Fails to comply with a notice under section 6; or

(*c*) Commits a breach of section 7 or section 8—

shall be punishable with a fine which may extend to fifty rupees, or with rigorous imprisonment for a term which may extend to eight days.

Arrest without warrant.

10. Any member of the police force employed in any town or place brought under the operation of this Ordinance may arrest without a warrant any person committing or charged with having committed an offence punishable under clause (*a*) or clause (*c*) of the last foregoing section. Provided as follows:

(*a*) No person shall be so arrested whose name and address are known to either the complainant or the arresting officer;

(*b*) No person shall be arrested who consents to give her name and address, unless there is reasonable ground for doubting the accuracy of the name or address so given, the burden of proof of which shall be on the arresting officer;

(*c*) No person so arrested shall be detained after her name and address have been mentioned;

(*d*) No person so arrested shall, except under the order of a police magistrate, be detained longer than may be necessary for bringing her before a police magistrate; and

(*e*) No person shall be so arrested for a breach of section 7, except:

(1) At the request of the person importuned or of a military officer or non-commissioned officer in whose presence the breach was committed; or

(2) By or at the request of a member of the military police force in whose presence the breach was committed.

SCHEDULE.

(See Section 4.)

To

Take notice, that under section 4 of "The Military Contagious Diseases Ordinance, 1898" (Ordinance No. of 1898), you are hereby called upon to attend at the , on the day or , 189 , at o'clock, and not to quit the said hospital without the permission of the Medical Officer in charge, unless and until such officer is satisfied that you are not in fact suffering or are no longer suffering from a contagious disease; that is to say, from .

Medical Officer in charge of the

Dated the day of , 189 .

Enclosure 2 in No. 26.

MEMORANDUM on the Military Contagious Diseases Bill.

The despatch of the Secretary of State for the Colonies, No. 179, dated the 17th of June last having been considered by the Governor in Executive Council, I was requested to prepare a draft Ordinance based on the Indian Cantonment Regulations, modified so far as may be necessary to suit the circumstances of the Island.

2. Clauses 1, 2, and 3 are new.

3. Clauses 4 and 5 have been adapted from numbers 9 and 10 of the Indian Cantonment rules respectively, with the exception that their operation is limited to public prostitutes, and the duty imposed on the Commanding Officer of the Cantonment has been cast on the Inspector-General of Police.

4. Clauses 6 and 7 have been adapted from numbers 11 and 13 of the same rules respectively, the Inspector-General of Police being inserted in lieu of the cantonment authority.

5. Clause 8 is new, and has been inserted to prevent persons entering barracks for the purpose of importuning soldiers to sexual immorality. Great difficulty has been experienced in Colombo in preventing such persons entering barrack grounds for the purpose of prostitution.

6. Clauses 9 and 10 have been adapted from the Indian Cantonment Rules Nos. 14 and 15 respectively, Inspector-General of Police being inserted for the Commanding Officer.

7. I annex a printed copy of the draft Ordinance showing in the margin in red ink the working of the Indian rules* from which the adaptations referred to above have been made.

C. P. LAYARD,
Attorney-General.

Colombo, September 23, 1898.

Enclosure 3 in No. 26.

Honourable the COLONIAL SECRETARY,

As His Excellency the Governor desires it, though I would prefer to see the draft Ordinance introduced into the Legislative Council and passed, I have drafted certain regulations to be passed under the Ordinance No. 3 of 1897.

2. It is possible that those regulations may be held to be *ultra vires* of the Ordinance No. 3 of 1897, for unfortunately the Ordinance, owing to its title and preamble, may be constructed as limited to contagious and infectious diseases of a similar nature to "plague," for both its title and preamble seem to refer specially to that disease.

3. I regret very much that it is clearly impossible to include in the regulations the provisions of clauses 6, 7, and 8 of the draft Ordinance. Could not those provisions be incorporated into an Ordinance by themselves? As they all tend to the prohibition of immorality, there surely could be no public outcry against them.

4. The power intended to be given to the Inspector-General of Police of prohibiting the keeping of a brothel is one that, if properly worked, would do more than anything else to reduce the spread of venereal diseases, for under it, without difficulty or scandal, the medical examination of prostitutes could easily be enforced, without any actual legislation rendering such examination necessary.

C. P. LAYARD,
Attorney-General.

Colombo, October 10, 1898.

Enclosure 4 in No. 26.

1. For the purpose of the following Regulations, "Medical Officer" shall mean any medical practitioner specially authorised by the Governor to perform the duties imposed by these Regulations.

2. If a Medical Officer has *primâ facie* grounds for believing that any person living in any town is suffering from an infectious or contagious disease, he shall by notice in writing call upon such person to attend at a hospital or dispensary named in the notice at a time specified in the notice, and not to quit it without the permission of the medical officer in charge, unless and until such medical officer is satisfied, by examination if necessary, that such person is not in fact suffering or is no longer suffering from such disease: Provided that, if, having regard to the nature of the disease or the condition of the person suffering therefrom, or the general environment and circumstances of such

* Not printed.

person the medical officer considers the attendance of such person at the hospital or dispensary inexpedient, he may dispense with such attendance, and take such measures or give such directions as to him seem fit and proper.

3. Every such person upon whom a notice as aforesaid has been served and every such person to whom directions have been given as provided in the next preceding regulation, shall comply with the requirements of such notice or with such directions, as the case may be.

Enclosure 5 in No. 26.

The DEPUTY ASSISTANT ADJUTANT-GENERAL and CHIEF STAFF OFFICER,

Statistics of the three Stations are as follows:—

		Colombo.	Kandy.	Trincomalie.
Ratio per 1,000 of admissions	1882-86	288.14	552.05	143.14
„ „	1887-97	353.45	498.45	147.25

No doubt some of the admissions at Kandy were cases contracted at Colombo, and sent for change of air, &c.

A. W. DUKE, M.D.,
Lieut.-Col. R.A.M.C., S.M.O.

Colombo, November 9, 1898.

HONG KONG.

No. 27.

ACTING GOVERNOR BLACK to MR. CHAMBERLAIN.

(Received December 19, 1898.)

[*Answered by No.* 30.]

SIR, Government House, Hong Kong, November 18, 1898.

I REGRET the delay in giving effect to the recommendations of your despatch of the 18th February, 1898,* on the subject of venereal disease, a delay occasioned by the difficulty of devising a system which, without compulsory and periodical examination, without the registration of brothels, and without prescribing districts, could be really effective in checking the spread of this terrible disease.

2. The question has been long and often considered, and many bills have been drafted, but none have commended themselves to me as fulfilling the purpose for which they were designed. In fact, without some form of personal examination it is difficult to see how infection can be checked.

3. Regulations with regard to venereal disease are more easy to apply to Cantonments in India, where the troops live apart from the native races, than in Victoria, where the barracks are in the streets and soldiers and sailors range freely, equally with the Chinese, over the whole city.

4. I transmit herewith the drafts of our two most recent bills. Of these the one dated 14th September, 1898, deals solely with venereal disease, while the other, dated 28th October, 1898, attempts to treat venereal as one of several infectious or contagious diseases. The first draft is that which commends itself to the Executive Council and myself, but neither bill seems to promise great relief.

5. As for the question of suppressing brothel slavery by means short of registration, I am of opinion that Ordinance 9 of 1897 (the Protection of Women and Girls' Ordinance) tends as far as possible to suppress this evil, and that the ease with which women can communicate with the Police affords a ready means of escape.

6. I quite recognize how bald my utterances are on this subject, and how little the draft bills will tend to meet the case, but I can only plead that without an undiluted Contagious Diseases Act very little real good will be done.

7. Personally I believe that more good will be done by getting the brothel keepers and the men who visit brothels to understand the safeguard of cleanliness, and by impressing upon the brothel keepers the advantage of having inmates free from disease,

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* No. 20.

and of inducing such inmates when diseased to seek admission to hospital. In short, by instilling common sense as far as possible into the minds of men and women alike more will be done than by ordinances that can only go half way.

8. As to the employment of women doctors, I can see no objection thereto, but, considering that the most pure and the most virtuous women in European countries are nearly always attended by male doctors for the many internal ailments to which women are subject, and which necessitate close examination and touch, I in no way believe that Chinese prostitutes have a stronger feeling of delicacy on this subject. On the contrary, when the Contagious Diseases Act was suspended here, the women used voluntarily to betake themselves for examination.

I have, &c.,
W. BLACK,
Major-General,
Administering the Government.

Enclosure 1 in No. 27.

A BILL entitled an Ordinance to suppress the spread of a certain contagious disease known as the Venereal Disease.

Whereas it is expedient to provide means to suppress the spread of a certain contagious disease known as Venereal Disease:

Be it enacted by the Governor of Hongkong, with the advice and consent of the Legislative Council thereof, as follows:—

1. This Ordinance may be cited for all purposes as the Venereal Disease Ordinance, 1898. Short title.

2. In this Ordinance, unless the context otherwise requires,— Interpretation.

The expression "Venereal Disease" means and includes primary and secondary syphilis, gonorrhœa, and soft chancres;

The word "doctor" means a medical practitioner registered under The Medical Registration Ordinances, 1884 to 1893, or entitled to the benefit of section 20 of The Medical Registration Ordinance, 1884;

The expression "Hospital Authority" means and includes the Principal Civil Medical Officer and any Assistant Surgeon or Physician in the Government Civil Hospital;

The expression "Captain Superintendent" means Captain Superintendent of Police.

The word "Brothel" means a house, room, junk, boat, or other place frequented or used by any two or more females for the purpose of prostitution.

The expression "occupier" includes a person having the charge, management, or control of any premises or of the part of any premises, and, in the case of a house the whole of which is let out in separate tenements, or, in the case of a lodging-house the whole of which is let to lodgers, the person receiving the rent payable by the tenants or lodgers either as his own account or as the Agent of another person, and in the case of a ship, vessel, or boat, the master or other person in charge thereof: (52 & 53 Vict. c. 72, s. 16.)

The word "premises" shall not include any buildings, tents, ships, vessels, or boats belonging to Her Majesty or to any foreign Government or occupied by non-Asiatics who are not prostitutes.

3.—(1.) If any inmate of any premises used for human habitation be suffering from venereal disease, then unless such premises be a hospital where persons so suffering are treated, the following provisions shall have effect, that is to say:— Report of cases of venereal disease.

(*a.*) Such inmate (in this section referred to as the patient) and in default of such inmate the person in charge of or in attendance upon the patient, and in default of such person the keeper or occupier of the premises, shall, upon becoming aware or having reason to believe that the patient is suffering from venereal disease, forthwith make a report to the Captain Superintendent stating the name and address of the patient; Penalty for omission to report.

(*b.*) Every doctor attending on or called in to visit the patient shall forthwith, on becoming aware that the patient is suffering from venereal disease, make a report to the Captain Superintendent, stating the name and address of the patient.

(2.) Every person required by this section to make a report who fails forthwith so to do, shall be liable, on summary conviction, to a fine not exceeding twenty-five dollars, or in default of payment to imprisonment for a period not exceeding one month: Provided that no person not required to make a report in the first instance, but only in default of some other party shall be liable to any fine if the Court is satisfied that such person had reasonable cause to suppose that the report had been duly made and believed that it had been made.

Notice to furnish medical certificate.

4. The Captain Superintendent, upon receipt of the report mentioned in section 3 of this Ordinance, or upon discovering that any inmate of any premises is suffering from venereal disease and that no report as required by section 3 has been made, shall forthwith issue a notice (Form A) requiring the person reported or discovered to be suffering from venereal disease to furnish him, within twenty-four hours from the time of the service of such notice, with a certificate (Form B) signed by a doctor. Such person if certified to be diseased, shall, if so required by the Captain Superintendent, furnish that officer once a week with a doctor's certificate of state of health until a certificate signed by a doctor has been furnished to the Captain Superintendent stating that such person is no longer diseased.

Weekly certificates.

Order to attend hospital.

5.—(1.) The Captain Superintendent, in lieu of requiring subsequent weekly certificates under section 4 of this Ordinance, may at any time (Form C) order the person certified by a doctor to be suffering from venereal disease to go to the Government Civil Hospital to be treated without fee either as an indoor or as an outdoor patient according to the discretion of the Hospital Authority; and such order shall remain in force until the Captain Superintendent is furnished with a certificate from the Hospital Authority stating that such person is free from venereal disease.

(2.) Any person who shall, without reasonable excuse to the satisfaction of the Magistrate, fail to comply with the aforesaid order within twenty-four hours of the service of the same, shall be liable on summary conviction to a fine not exceeding fifty dollars or to imprisonment not exceeding one month. If such person is sentenced to imprisonment, the Magistrate may, upon receiving a certificate from the Surgeon in charge of the Gaol that such person is suffering from venereal disease, order (Form D) such person to be detained for the rest of the term of the sentence in the Government Civil Hospital. If, before the expiration of the term of the sentence, the Hospital Authority shall report to the Captain Superintendent that such person is free from venereal disease, the Magistrate may, on the application of the Captain Superintendent, make an order (Form E) for the return of such person to the Gaol, there to undergo the remainder of the term of imprisonment, or may discharge such person. Should, however, the Hospital Authority, shortly before the expiration of the term of the sentence, report to the Captain Superintendent that such person is still suffering from venereal disease, and will not be in a fit state to be discharged at the expiration of such term, the Magistrate may, in his discretion, on the application of the Captain Superintendent, and without calling such person before him, make an order (Form F) for further detention in hospital until it is reported by the Hospital Authority to the Captain Superintendent that such person is in a fit state to be discharged, or until such person shall leave the Colony.

Penalty for non-compliance with the requirements of section 4.

6. If any inmate of any premises who has been reported to the Captain Superintendent to be suffering from venereal disease, shall fail to comply with any of the requirements of section 4 of this Ordinance, the Captain Superintendent shall forthwith summon such person to appear before the Magistrate, and such person shall, on summary conviction, be liable to a fine not exceeding fifty dollars or to imprisonment not exceeding one month. If such person is sentenced to imprisonment the Magistrate may, upon receiving a certificate from the Surgeon in charge of the Gaol that such a person is suffering from venereal disease, order (Form D) such person to be detained for the rest of the term of the sentence in the Government Civil Hospital. If, however, before the expiration of the term of the sentence the Hospital Authority shall report to the Captain Superintendent that such person is free from venereal disease, the Magistrate may, on the application of the Captain Superintendent, make an order (Form E) for the return of such person to the Gaol, there to undergo the remainder of the term of imprisonment, or may discharge such person. Should, however, the Hospital Authority, shortly before the expiration of the term of the sentence, report to the Captain Superintendent that such person is still suffering from venereal disease, and will not be in a fit state to be discharged at the expiration of such term, the Magistrate may, in his discretion, on the application of the Captain Superintendent, and without calling such person before him,

make an order (Form F) for further detention in hospital until it is reported by the Hospital Authority that such person is in a fit state to be discharged, or, until such person shall leave the Colony.

Banishment in cases of repeated non-compliance with requirements of section 4.

7. If any inmate of any premises who has more than once been reported under section 3 to the Captain Superintendent to be suffering from venereal disease, shall a second time or oftener fail to furnish a certificate as required by section 4 of this Ordinance, the Captain Superintendent shall forthwith report the failure to comply to the Governor, who may by Order-in-Council direct such person to be banished from the Colony.

Banishment of persons reported and certified more than once to be diseased.

8. If any inmate of any premises shall, a second time or oftener, be reported under section 3 to the Captain Superintendent to be suffering from venereal disease, and the truth of the report is substantiated by the certificate of a doctor given in accordance with section 4 of this Ordinance, the Captain Superintendent may forthwith forward such certificate to the Governor, who may by Order in Council direct such person to be banished from the Colony: Provided that this section shall not apply in case of a person who has not already been at least once previously certified to be suffering from venereal disease.

Summary jurisdiction as to brothels. Order to discontinue their use. Penalty.

9. Upon complaint laid before a Magistrate by the Captain Superintendent that any house or portion thereof used as a brothel or lodging-house for prostitutes or disorderly persons is situated in the immediate vicinity of a public school, or is used to the annoyance of two or more persons residing or having offices in the vicinity of such house or portion thereof, a Magistrate shall have and exercise summary jurisdiction in respect thereof; and it shall be lawful for a Magistrate to issue a summons to the tenant, occupier, or keeper of the house or portion thereof of which complaint is made, and upon the hearing of the case, if the Magistrate is satisfied that the house or some portion thereof is used in the manner complained of, and is so situated as aforesaid, or is so used as to be a source of annoyance to two or more persons residing or having offices in its vicinity, he may order the tenant, occupier, or keeper to discontinue such use of it, and if such order is not complied with within such time as the Magistrate may by his order fix, the Magistrate may impose upon such tenant, occupier, or keeper a fine not exceeding fifty dollars for every day that the house or any portion thereof shall be so used after the time fixed by the Magistrate's order.

The provisions of the Magistrates Ordinance, 1890, relating to summary procedure shall apply to proceedings under this section.

The provisions of this section shall be in addition to those contained in section 4 of Ordinance No. 6 of 1894.

Banishment of keepers of brothels and prostitutes in certain cases.

10. Upon receipt by the Governor of a report by the Captain Superintendent that any house or portion thereof is used as a common brothel or lodging-house for prostitutes, or is frequented by prostitutes, and that one at least of the inmates has been found to be suffering from venereal disease, and that the report required by section 3 has not been made in accordance with that section, the Governor may, in his discretion, banish the keeper or mistress and any prostitute suffering from such disease found in or occupying or frequenting or known to occupy or frequent such house or portion thereof.

Definition of "keeper" in sections 9 and 10.

11. The expression "keeper" as used in sections 9 and 10 of this Ordinance means any person who has the charge or management of a brothel or lodging-house for prostitutes, and, in the absence of proof to the contrary, any person who appears to be in charge of such brothel or lodging-house or to have authority therein shall be deemed to be the keeper thereof.

Order to close brothel. Penalty for non-compliance.

12.—(1.) If any inmate of a brothel is found to be suffering from venereal disease, and the report required by section 3 of this Ordinance has not been made, it shall be lawful for the Captain Superintendent to report the facts to the Governor, who may in his discretion issue an order (Form G) to close the brothel in which such diseased person may be found for such period as the order may direct.

(2.) A copy of such order shall be affixed to the premises mentioned therein, and such affixing shall constitute due service of the order. Any person found, without the permission of the Captain Superintendent of Police, in the premises mentioned in the order after the expiration of forty-eight hours from the time of affixing such order, and until such order shall expire, shall be liable, on summary conviction before a Magistrate, to a fine not exceeding fifty dollars or to imprisonment not exceeding one month.

(3.) The order mentioned in this section shall, unless the immediate landlord otherwise elects, operate at the expiration of forty-eight hours from the affixing thereof, to determine the tenancy of the occupier of the premises mentioned in such order at the date of such affixing.

Application of part of Ordinance No. 8 of 1882, as amended, to banishment under this Ordinance.

13. The power of banishment conferred by this Ordinance on the Governor-in-Council may be exercised in respect of all persons, whether aliens or natural born, or naturalised subjects of Her Majesty. With this exception the provisions of sections 1, 3 (as amended by Ordinance No. 4 of 1885), 4, 7, and 9 of Ordinance No. 8 of 1882 shall apply to any banishment order made or to any person banished under the present Ordinance.

14. Any order or notice of which service is required by this Ordinance shall be deemed to be served if it is delivered to the party named therein personally or is left with some adult for such party at his last or most usual place of abode.

THE VENEREAL DISEASE ORDINANCE, 1898.

Form A.

NOTICE UNDER SECTION 4.

To

of

Take notice that it has been reported to me (or it has been discovered) that you are suffering from venereal disease. You are required to return to me within twenty-four hours of the receipt of this notice the certificate annexed signed by a legally qualified doctor. (1) If you are certified to be suffering from venereal disease, you must continue to send to me, without further notice, a medical certificate of the state of such disease once every week until you are certified to be free from such disease.

(1) This clause may be added where no order under section 5 is made.

Captain Superintendent of Police.

Dated 189 .

Form B.

CERTIFICATE.

This is to certify that I have examined

of and that is

not suffering from any form of venereal disease,

or,

is suffering from that form of venereal disease known as

(Signed)

Dated 189 .

THE VENEREAL DISEASE ORDINANCE, 1898

Form C.

ORDER UNDER SECTION 5.

To

of

Having been certified by a doctor to be suffering from venereal disease, you are hereby ordered, within twenty-four hours of the service of this order, to present yourself at the Government Civil Hospital, there to be treated in accordance with section 5 of the above Ordinance.

N.B.—Please take this order with you to the Hospital.

Captain Superintendent of Police

Dated 189 .

THE VENEREAL DISEASE ORDINANCE, 1898.

Form D.

ORDER FOR DETENTION IN HOSPITAL (Sections 5 and 6).

It having been certified to me by the Surgeon in Charge of the Gaol that is suffering from venereal disease, I hereby order the said to be detained till the day of 189 in the Government Civil Hospital, unless in the meantime any further order is made herein by a magistrate.

(Signed)

Dated 189 .

THE VENEREAL DISEASE ORDINANCE, 1898.

Form E.

ORDER WHERE HOSPITAL AUTHORITY REPORTS DETAINED PATIENT FREE FROM VENEREAL DISEASE (Sections 5 and 6).

It having been reported to the Captain Superintendent that is free from venereal disease I do hereby, upon the application of the Captain Superintendent, order that the said be [returned to the Gaol, there to undergo the still unexpired remainder of the term of the original sentence of imprisonment] or [discharged from further custody or detention] (*as the case may be*).

(Signed)

Dated 189 .

THE VENEREAL DISEASE ORDINANCE, 1898.

Form F.

ORDER FOR FURTHER DETENTION IN HOSPITAL (Sections 5 and 6).

It having been reported to the Captain Superintendent by the Hospital Authority that is still suffering from venereal disease, and will not be in a fit state to be discharged on the day of 189 , I do hereby, upon the application of the Captain Superintendent, order the said to be further detained in Hospital until it is reported by the Hospital Authority to the Captain Superintendent that the said is in a fit state to be discharged, or until the said shall leave the Colony.

(Signed)

Dated 189 .

THE VENEREAL DISEASE ORDINANCE, 1898.

Form G.

GOVERNOR'S ORDER UNDER SECTION 11.

The premises known as are hereby ordered to be closed for a period of from this date.

(Signed)

Governor.

Dated 189 .

P.S.—This order was affixed to the above mentioned premises at o'clock on the day of 189 .

(Signed)

[Person affixing the order.]

NOTE.—This order should carefully state whether the whole of any house or premises or only a part thereof is to be closed.

Enclosure 2 in No. 27.

(No. 10.)

A BILL entitled An Ordinance to suppress the spread of infectious and contagious diseases.

Whereas it is expedient to provide means to suppress the spread of infectious and contagious diseases:

Be it enacted by the Governor of Hongkong, with the advice and consent of the Legislative Council thereof, as follows:—

Short title.

1. This Ordinance may be cited for all purposes as the Infectious and Contagious Diseases Ordinance, 1898.

Interpretation. (See the bye-laws approved of by the Council, 25th Nov., 1895.)

2. In this Ordinance, unless the context otherwise requires,—

The expression "infectious or contagious disease" includes small-pox, bubonic plague, cholera, diphtheria, scarlet fever, typhus fever, enteric fever, relapsing fever, puerperal fever, venereal disease (including primary and secondary syphilis, gonorrhœa, and soft chancres), and any other infectious or contagious disease to which this Ordinance may hereafter be applied by Order of the Governor-in-Council, made for that purpose:

The word "doctor" means a medical practitioner registered under the Medical Registration Ordinances, 1884 to 1893, or entitled to the benefit of section 20 of the Medical Registration Ordinance, 1884:

The expression "Hospital Authority" means and includes the Principal Civil Medical Officer and any assistant physician or surgeon in the Government Civil Hospital:

The expression "Captain Superintendent" means the Captain Superintendent of Police:

(52 & 53 Vict. c. 72, s. 16.)

The expression "occupier" includes a person having the charge, management, or control of any premises or of the part of any premises, and, in the case of a house the whole of which is let out in separate tenements, or in the case of a lodging-house the whole of which is let to lodgers, the person receiving the rent payable by the tenants or lodgers either as his own account or as the agent of another person, and in the case of a ship, vessel, or boat the master or other person in charge thereof:

(Compare with 52 & 53 Vict. c. 72, s. 13.)

The expression "premises" as used in this Ordinance shall apply to every building, ship, vessel, boat, tent, room, shed, or any structure used for habitation, except that it shall not include any ship, vessel, or boat, which belongs either to Her Majesty the Queen or to any Foreign Government.

Report of cases of venereal disease. Penalty for omission to report. Compare 52 & 53 Vict. c. 72, s. 3.

3.—(1.) If any inmate of any premises be suffering from any infectious or contagious disease, the following provisions shall have effect, that is to say:—

(*a.*) Such inmate and in default of such inmate the party in charge of or in attendance upon such inmate, and in default of such party the occupier of the premises shall, upon becoming aware or having reason to believe that such inmate is suffering from any such disease, forthwith make a report respecting the existence of such disease to the Captain Superintendent, stating the name and address of such inmate;

(*b*) Every doctor attending on or called in to visit such inmate shall forthwith, on becoming aware that such inmate is suffering from an infectious or contagious disease, make a report to the Captain Superintendent stating the name and address of such inmate.

(*c.*) Every such report as is mentioned in this section shall be made in writing, but it shall be placed in a sealed up cover, and every such report and every such cover shall be marked confidential, and shall be treated by the Captain Superintendent of Police in as strictly confidential a manner as shall be compatible with the due and proper working of this Ordinance.

(2.) Every individual who is required by this section to make a report, and who fails forthwith so to do, shall be liable, on summary conviction, to a fine not exceeding twenty-five dollars, or, in default of payment, to imprisonment for a period not exceeding one month: Provided that no person not required to make a report in the first instance, but

only in default of some other party shall be liable to any fine if the Court is satisfied that such person had reasonable cause to suppose that such report had been duly made, and believed that it had been made.

Notice to furnish medical certificate.

4. The Captain Superintendent, upon receipt of the report mentioned in section 3 of this Ordinance, or upon discovering that any inmate of any premises is suffering from an infectious or contagious disease, and that no report as required by section 3 has been made, shall forthwith issue a notice (Form A) requiring the person reported or discovered to be suffering from any such disease to furnish him, within twenty-four hours from the time of the service of such notice, with a certificate (Form B) signed by a doctor. Such person, if certified to be diseased, shall, if so required by the Captain Superintendent, furnish that officer once a week with a doctor's certificate of the state of his health until a certificate signed by a doctor has been furnished to the Captain Superintendent stating that such person is no longer diseased.

Weekly certificates

Order to attend hospital. (Compare 24 of 1887, s. 29.)

5.—(1.) The Captain Superintendent, in lieu of requiring subsequent weekly certificates under section 4 of this Ordinance, may at any time (Form C) order the person certified by a doctor to be suffering from an infectious or contagious disease to go to the Government Civil Hospital to be treated without fee, either as an indoor or as an outdoor patient, according to the discretion of the Hospital Authority; and such order shall remain in force until the Captain Superintendent is furnished with a certificate from the Hospital Authority stating that such person is free from such disease.

(2.) Any person who shall, without reasonable excuse to the satisfaction of the Magistrate, fail to comply with the aforesaid order within twenty-four hours of the service of the same, shall be liable on summary conviction to a fine not exceeding fifty dollars, or to imprisonment not exceeding one month. If such person is sentenced to imprisonment, the Magistrate may, upon receiving a certificate from the Surgeon in charge of the Gaol that such person is suffering from an infectious or contagious disease, order (Form D) such person to be detained for the rest of the term of the sentence in the Government Civil Hospital. If, before the expiration of the term of the sentence, the Hospital Authority shall report to the Captain Superintendent that such person is free from such disease, the Magistrate may, on the application of the Captain Superintendent, make an order (Form E) for the return of such person to the Goal, there to undergo the remainder of the term of imprisonment, or may discharge such person. Should, however, the Hospital Authority, shortly before the expiration of the term of the sentence, report to the Captain Superintendent that such person is still suffering from such disease, and will not be in a fit state to be discharged at the expiration of such term, the magistrate may, in his discretion, on the application of the Captain Superintendent, and without calling such person before him, make an order (Form F) for further detention in Hospital until it is reported by the Hospital Authority to the Captain Superintendent that such person is in a fit state to be discharged, or until such person shall leave the Colony.

Penalty for non-compliance with the requirements of section 4.

6. If any inmate of any premises, who has been reported to the Captain Superintendent to be suffering from an infectious or contagious disease, shall fail to comply with any of the requirements of section 4 of this Ordinance, the Captain Superintendent shall forthwith summon such person to appear before the Magistrate, and such person shall, on summary conviction, be liable to a fine not exceeding fifty dollars or to imprisonment not exceeding one month. If such person is sentenced to imprisonment, the Magistrate may, upon receiving a certificate from the Surgeon in charge of the Gaol that such person is suffering from an infectious or contagious disease, order (Form D) such person to be detained for the rest of the term of the sentence in the Government Civil Hospital. If, however, before the expiration of the term of the sentence the Hospital Authority shall report to the Captain Superintendent that such person is free from an infectious or contagious disease, the Magistrate may, on the application of the Captain Superintendent, make an order (Form E) for the return of such person to the Gaol, there to undergo the remainder of the term of imprisonment, or may discharge such person. Should, however, the Hospital Authority, shortly before the expiration of the term of the sentence, report to the Captain Superintendent that such person is still suffering from such disease, and will not be in a fit state to be discharged at the expiration of such term, the Magistrate may, in his discretion, on the application of the Captain Superintendent, and without calling such person before him, make an order (Form F) for further detention in hospital until it is reported by the Hospital Authority that such person is in a fit state to be discharged or until such person shall leave the Colony.

Banishment in cases of repeated

7. If any inmate of a brothel, who has more than once been reported under section 3 to the Captain Superintendent to be suffering from venereal disease, shall a second

non-compliance with requirements of section 4.

time or oftener fail to furnish a certificate as required by section 4 of this Ordinance, the Captain Superintendent shall forthwith report the failure to comply to the Governor, who may by Order-in-Council direct such person to be banished from the Colony.

Banishment of persons reported and certified more than once to be diseased.

8. If any inmate of a brothel shall, a second time or oftener, be reported under section 3 to the Captain Superintendent to be suffering from venereal disease, and the truth of the report is substantiated by the certificate of a doctor given in accordance with section 4 of this Ordinance, the Captain Superintendent may forthwith forward such certificate to the Governor, who may by Order in Council direct such inmate to be banished from the Colony: Provided that this section shall not apply in the case of a person who has not already been at least once previously certified to be suffering from venereal disease.

Summary jurisdiction as to brothels. Order to discontinue their use. Penalty.

9. Upon complaint laid before a Magistrate by the Captain Superintendent that any house or portion thereof used as a brothel or lodging-house for prostitutes or disorderly persons is situated in the immediate vicinity of a public school, or is used to the annoyance of two or more persons residing or having offices in the vicinity of such house, a Magistrate shall have and exercise summary jurisdiction in respect thereof; and it shall be lawful for a Magistrate to issue a summons to the tenant, occupier, or keeper of the house or portion thereof of which complaint is made, and upon the hearing of the case, if the Magistrate is satisfied that the house or some portion thereof is used in the manner complained of, and is so situated as aforesaid or is so used as to be a source of annoyance to two or more persons residing or having offices in its vicinity, he may order the tenant, occupier, or keeper to discontinue such use of it, and if such order is not complied with within such time as the Magistrate may by his order fix, the Magistrate may impose upon such tenant, occupier, or keeper a fine not exceeding fifty dollars for every day that the house or any portion thereof shall be so used after the time fixed by the Magistrate's order.

The provisions of the Magistrates Ordinance, 1890, relating to summary procedure shall apply to proceedings under this section.

The provisions of this section shall be in addition to the powers contained in section 4 of Ordinance No. 6 of 1894.

Banishment of keepers of brothels and prostitutes in certain cases.

10. Upon receipt by the Governor of a report by the Captain Superintendent that any house or portion thereof is used as a brothel or lodging-house for prostitutes, or is frequented by prostitutes, and that one at least of the inmates of such brothel or lodging-house has been found to be suffering from venereal disease, and that the report required by section 3 has not been made in accordance with that section, the Governor may by Order in Council banish the keeper and also any prostitute suffering from such disease who is found in or occupying or frequenting or known to occupy or frequent such brothel or lodging-house or any portion thereof.

Definition of "keeper" in sections 9 and 10.

11. The expression "keeper" as used in sections 9 and 10 of this Ordinance means any person who has the charge or management of a brothel or lodging-house for prostitutes, and, in the absence of proof to the contrary, any person who appears to be in charge of such brothel or lodging-house or to have authority therein shall be deemed to be the keeper thereof.

Order to close brothel. Penalty for non-compliance.

12.—(1.) If any inmate of a brothel is found to be suffering from venereal disease and the report required by section 3 of this Ordinance has not been made, it shall be lawful for the Captain Superintendent to report the facts to the Governor, who may in his discretion issue an order (Form G) to close the brothel in which such diseased person may be found for such period as the order may direct.

(2.) A copy of such order shall be affixed to the premises mentioned therein, and such affixing shall constitute due service of the order. Any person found, without the permission of the Captain Superintendent of Police, in the premises mentioned in the order after the expiration of forty-eight hours from the time of affixing such order, and until such order shall expire, shall be liable, on summary conviction before a Magistrate, to a fine not exceeding fifty dollars, or to imprisonment not exceeding one month.

(3.) The order mentioned in this section shall, unless the immediate landlord otherwise elects, operate at the expiration of forty-eight hours from the affixing thereof, to determine the tenancy of the occupier of the premises mentioned in such order at the date of such affixing.

13. The power of banishment conferred by this Ordinance on the Governor-in-Council may be exercised in respect of all persons whether aliens, or natural born, or naturalised subjects of Her Majesty. With this exception the provisions of sections 1, 3 (as amended by Ordinance No. 4 of 1885), 4, 7, and 9 of Ordinance No. 8 of 1882 shall apply to any banishment order made and to any person banished under the present Ordinance. Application of part of Ordinance No. 8 of 1882, as amended, to banishment under this Ordinance.

14. Any order or notice of which service is required by this Ordinance shall be deemed to be served if it is delivered to the party named therein personally or is left with some adult for such party at his usual or last common place of abode or business. Service of order or notice.

15. The bye-laws which were made by the Sanitary Board of Hongkong for the compulsory reporting of infectious, contagious, or communicable diseases under the provisions of section 13, sub-section 24, of the Public Health Ordinance, 1887, on the 24th day of October, 1895, and which were approved of by the Legislative Council on the 25th day of November, 1895, are hereby repealed. Repeal.

THE INFECTIOUS AND CONTAGIOUS DISEASES ORDINANCE, 1898.

Form A.

NOTICE UNDER SECTION 4.

To

of

Take notice that it has been reported to me (or it has been discovered) that you are suffering from an infectious or contagious disease known as You are required to return to me within twenty-four hours of the receipt of this notice the certificate annexed, signed by a legally qualified doctor. (1) If you are certified to be suffering from such disease, you must continue to send to me, without further notice, a medical certificate of the state of such disease once every week until you are certified to be free from such disease.

(1) This clause may be added where no order under section 5 is made.

Captain Superintendent of Police.

Dated 189 .

THE INFECTIOUS AND CONTAGIOUS DISEASES ORDINANCE, 1898.

Form B.

CERTIFICATE.

This is to certify that I have examined

of and that is

not suffering from any form of infectious or contagious disease,

or,

is suffering from that form of infectious or contagious disease known as

(Signed)

Dated 189 .

THE INFECTIOUS AND CONTAGIOUS DISEASES ORDINANCE, 1898.

Form C.

ORDER UNDER SECTION 5.

To

of

Having been certified by a doctor to be suffering from an infectious or contagious disease, known as you are hereby ordered, within twenty-four hours of the service of this order, to present yourself at the Government Civil Hospital, there to be treated in accordance with section 5 of the above Ordinance.

N.B.—Please take this order with you to the Hospital.

Captain Superintendent of Police.

Dated 189 .

THE INFECTIOUS AND CONTAGIOUS DISEASES ORDINANCE, 1898.

Form D.

ORDER FOR DETENTION IN HOSPITAL (Sections 5 and 6).

It having been certified to me by the Surgeon in Charge of the Gaol that is suffering from an infectious or contagious disease known as , I hereby order the said to be detained till the day of , 189 , in the Government Civil Hospital, unless in the meantime any further order is made herein by a Magistrate.

(Signed)

Dated 189 .

THE INFECTIOUS AND CONTAGIOUS DISEASES ORDINANCE, 1898.

Form E.

ORDER WHERE HOSPITAL AUTHORITY REPORTS DETAINED PATIENT FREE FROM AN INFECTIOUS OR CONTAGIOUS DISEASE (Sections 5 and 6).

It having been reported to the Captain Superintendent that is free from any infectious or contagious disease, I do hereby, upon the application of the Captain Superintendent, order that the said be [returned to the Goal, there to undergo the still unexpired remainder of the term of the original sentence of imprisonment] or [discharged from further custody or detention] (*as the case may be*).

(Signed)

Dated 189 .

THE INFECTIOUS AND CONTAGIOUS DISEASES ORDINANCE, 1898.

Form F.

ORDER FOR FURTHER DETENTION IN HOSPITAL (Sections 5 and 6).

It having been reported to the Captain Superintendent by the Hospital Authority that is still suffering from an infectious or contagious disease and will not be in a fit state to be discharged on the day of 189 , I do hereby, upon the application of the Captain Superintendent, order the said to be further detained in Hospital until it is reported by the Hospital Authority to the Captain Superintendent that the said is in a fit state to be discharged, or until the said shall leave the Colony.

(Signed)

Dated 189 .

THE INFECTIOUS AND CONTAGIOUS DISEASES ORDINANCE, 1898.

Form G.

GOVERNOR'S ORDER UNDER SECTION 11.

The premises known as are hereby ordered to be closed for a period of from this date.

(Signed)

Governor.

Dated 189 .

P.S.—This order was affixed to the above mentioned premises at o'clock on the day of 189 .

(Signed)

[Person affixing the order.]

NOTE.—This order should carefully state whether the whole of any house or premises or only a part thereof is to be closed.

No. 28.

STRAITS SETTLEMENTS.

MR. CHAMBERLAIN to GOVERNOR SIR C. B. H. MITCHELL.

[*Answered by No.* 34.]

SIR, Downing Street, April 28, 1899.

I HAVE had under my careful consideration Sir J. A. Swettenham's despatch of the 5th August last,* enclosing the report of the Committee appointed by you to consider certain suggestions which I had made with reference to the prevalence of venereal diseases and the condition of the inmates of brothels in the Straits Settlements.

2. I have received a further memorial† on the same subject from the Straits Settlements Association, copy of which is enclosed, and recently a deputation from that Association and from the China Association represented to me that since the repeal of the Contagious Diseases Ordinances there had been an increase in the number of cases of venereal disease, and in its virulence, both in the Straits Settlements and in Hong Kong, and that there was an absence of effective checks on brothel slavery. They urged the renewal of the Ordinances under which brothels were registered, and their inmates were subjected to periodical compulsory medical examination. February 21, 1899.

3. The deputation, introduced by Mr. Keswick, M.P., included Lord Loch, Sir Cecil Smith, Sir E. Ackroyd, Mr. Adamson, C.M.G., and other responsible men, who spoke with intimate knowledge of Chinese life and character. Their views, therefore, carry special weight. I now wish to explain to you, as I explained to them, what opinion I hold on the subject, and to give you instructions as to the course which you should adopt.

4. I do not propose to discuss the moral aspect of the question. To do so would serve no useful purpose. There are certain existing facts and conditions, and with them I will now proceed to deal, with a view to the adoption of practical measures.

5. These facts and conditions are as follows:—

The Contagious Diseases Acts were repealed in this country in deference to a strong expression of public opinion. Whether that opinion was well or ill-founded, judicious or the reverse, it is unnecessary now to enquire. The fact remains that the Acts were repealed, and that similar laws in the Crown Colonies and India were subsequently repealed. In 1894 the legislation in the Straits Settlements which provided for the registration of brothels was also repealed. I am therefore asked, not merely to allow certain existing laws to remain in operation, but to take the stronger step of reviving laws which a few years since were deliberately, after much discussion, abolished.

6. In justification of such a course, strong evidence has been laid before me of the growth of disease and the prevalence of other abuses since the Ordinances were abolished, and the opinion of responsible men on the spot—the men, both official and unofficial, to whom I should naturally look for information and guidance on local questions—is mainly, if not unanimously, to the effect that the result of repealing the Ordinances has been disastrous.

I recognise the fact that there has been an increase of disease since the Ordinances were repealed; and it may also be true that there has been an increase of brothel slavery; but on the latter point I notice from the reports of the Protector of Chinese, as well as of the Registrar-General at Hong Kong, that there has been at least as much rescue work done since registration was abolished as in the preceding years.

7. I admit that the fact that certain laws are or are not in force in the United Kingdom is not in itself a sufficient reason for applying or abolishing similar laws in tropical Colonies differing from the Mother Country in climate, race, social, moral, and religious conditions. Further, I am not prepared to deny that one way of meeting the evils to which my attention has been called would be the renewal of the repealed Ordinances, if their renewal met with general acquiescence; but here again I must repeat that respect must be had to existing facts. It is certain that to such renewal there would be in this country a very strong opposition. It is in the highest degree probable that on the first opportunity the Ordinances would be again repealed. It is therefore my conviction that the object aimed at would be not furthered but retarded by simply for the moment retracing a step.

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* No. 24. † Not printed.

8. Accordingly, I adhere to the decision, given in my despatch of the 18th of February, 1898,* that I cannot sanction the reintroduction of any system involving either the compulsory and periodical examination of women, or the registration of brothels or of prostitutes, but I consider that other means may be adopted, which there is reason to hope will prove in some measure effectual.

9. I observe from the evidence given before the Committee that the inmates of brothels are in one way or another, although very slowly, beginning to take advantage of medical treatment; but the great difficulty appears to be that the brothel keepers in many cases prevent the women from going to hospital, and compel them to practise prostitution while suffering from disease. I am, therefore, of opinion that it is desirable to amend the "Women and Girls Protection Ordinance, 1896,"† by making such conduct on the part of brothel keepers an offence.

10. This might be done by inserting after Section 6 of the Ordinance the following new clause:—

"(6A) If the keeper of a brothel permits any woman suffering from any contagious disease to be or remain in such brothel for the purpose of prostitution, such keeper shall be guilty of an offence, and shall be liable on conviction before the Supreme Court or a court of two magistrates to imprisonment for a term not exceeding one year, or to a fine not exceeding five hundred dollars or to both, and if any keeper of a brothel, not being a natural born British subject, who has been previously convicted of an offence under this section shall again be found guilty of such an offence the Governor in Council may issue an Order banishing such person from the Colony for such period, and generally in such manner as may seem expedient, and upon the issuing of such order the like consequences shall ensue in all respects as though such order had been issued under the powers conferred by 'The Banishment Ordinance, 1898.'"

11. This clause, it will be seen, puts a penalty upon any brothel keeper who permits a woman suffering from any contagious disease to remain in a brothel for the purpose of prostitution. I should hope that by thus putting the penalty upon the brothel keeper and not upon the prostitute the effect of Clauses 9 and 10 of the Indian Cantonment Regulations of 1897 will be produced in a manner more suitable to the conditions of the Colony, and that the result will be that the brothel keeper will in self-defence send the prostitute who is suffering from disease to the hospital or to the refuge.

12. The power of search given by Section 12 of the Ordinance should be extended, and for this purpose in Section 12 (1) the words "of Part II." should be omitted, and after the word "Ordinance" the following words should be inserted: "Or in which he has reasonable cause to suspect that an offence under this Ordinance is being committed."

Similarly in Section 12 (2) the words "of Part II." should be omitted, and after the word "Ordinance" should be inserted the words "Or whether any offence under this Ordinance is being committed."

13. I adhere to the opinion expressed in the last paragraph of my despatch of the 18th of February, 1898,* that the Government should have power to close any brothel without assigning a reason. Such power could then be exercised—as it is in this country—in closing brothels in undesirable situations, or the keepers of which have in any way offended against the law. For this purpose the following clause should be inserted after Section 17:—

"Upon complaint laid before a magistrate by the Inspector-General of Police, or by the Protector of Chinese, that any house or portion thereof is used as a brothel or lodging-house for prostitutes or disorderly persons, it shall be lawful for a magistrate to issue a summons to the tenant, occupier, or keeper of the house or portion thereof of which complaint is made, and upon the hearing of the case, if the magistrate is satisfied that the house or some portion thereof is used in the manner complained of, he may order the tenant, occupier, or keeper to discontinue such use of it, and if such order is not complied with within such time as the magistrate may by his order fix, the magistrate may impose upon such tenant, occupier, or keeper a fine not exceeding 25 dollars for every day that the house or any portion thereof shall be so used after the time fixed by the magistrate's order."

14. Section 13 (1) of the Ordinance gives the Protector power to call upon a person to produce any inmate of a brothel. This power should be freely exercised, and if necessary additional powers should be taken to ensure that the women can be interrogated away from the brothel and from the brothel keeper under conditions which are favourable to ascertaining the truth.

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* No. 20. † See enclosure in No. 13.

15. Though public registration of brothels is illegal, I assume that in the course of their duties the police and the Chinese Protectorate must be fully cognisant of the existence and situation of disorderly houses. The houses which are thus known may be visited at all times and seasons, and, having regard to the powers of suppression which I desire to be given to the magistrates, I do not understand why, if the powers of visitation and interrogation are intelligently carried out the absence of actual legal registration need materially diminish the degree in which the Protector of Chinese can check brothel abuses.

16. If you see no objection to the foregoing proposals, I request that you will take steps for amending the Ordinance accordingly, but if you have any alternative or additional suggestions to make, I should be glad if you would favour me with them at an early date.

17. I should like to be assured that sufficient power is given to the Protector of Chinese and his staff for fully investigating the cases of Chinese women on their first arrival in the Colony. I am told that the powers given and the facilities for enquiry and for detention in case of doubt are sufficient, but if you are not of this opinion you should suggest measures for giving greater powers to the officers in question.

18. I should also be glad to know whether it would not be desirable that liability should be attached to the landlord of premises used as a brothel, the keeper of which has been convicted of breaking the law.

19. Any cases of cruelty practised by the brothel-keepers on the inmates of the brothels can, I presume, be adequately dealt with under the existing law. I shall be glad to know whether or not you share this view.

20. I observe from the evidence given before the Committee that in Singapore, as elsewhere, it appears to be notorious that there is a class of men living upon the earnings of prostitutes, and accustomed to treat these women with brutality. I would ask you to consider whether it is feasible to legislate on the lines of the Imperial Vagrancy Act of 1898 (61 and 62 Vic. cap. 39), which imposes a severe penalty on a male person habitually living on the profits of prostitution.

I have, &c.,

J. CHAMBERLAIN.

No. 29.

STRAITS SETTLEMENTS.

GOVERNOR SIR C. B. H. MITCHELL to MR. CHAMBERLAIN.

(Received May 8, 1899.)

[*Answered by No.* 32.]

SIR, Government House, Singapore, April 12, 1899.

EVER since my return to this Colony I have been constantly engaged in considering the subject of your despatch of the 18th February, 1898,* viz., the prevalence in this Colony of venereal disease of the foulest kind.

I have also had under consideration Sir A. Swettenham's despatches to you of 5th August, 1898, and 8th September, 1898,† as well as the suggestions made at interviews in the Colonial Office during my recent leave in England.

2. In January last, after my return, I consulted confidentially several influential Chinese residents, and I have since obtained their advice, which I enclose.

In consequence of a desire, which some of the Chinese expressed, that measures against this disease should be taken by the municipal body of Singapore, I consulted confidentially the President and Unofficial Members of the Corporation, and I enclose their opinion, which is adverse to their undertaking any responsibility in the matter.

3. Before going further, I may inform you that, though the Army returns for last year show an improvement in the health of the troops in garrison here in respect of

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* No. 20. † Nos. 24 and 25.

venereal diseases, this improvement must be attributed to better discipline or to some other cause. I can indicate no improvement in the general health of the town population, for the prison returns of Singapore show that out of 4,083 prisoners admitted into gaol in 1898, no less than 2,048 had signs of suffering, or of having suffered, from venereal disease.

4. I proceed now to discuss the various proposals which have been made:—

Contagious Disease Ordinance.

See report enclosed in despatch 5th August, 1898.

(*a*) The old Contagious Diseases Ordinances. The local Committee has reported that these were, to a large extent, effectual in checking the spread of venereal disease in the Colony.

It is impossible to gainsay this report, which is signed by the three medical men, who, from their position, know most about the matter, and all the evidence taken by them, both for and against the Ordinance, admits as a fact that the disease is now more virulent and widespread than before the repeal of the Ordinance.

The Committee add that the working of the Ordinance gave rise to no administrative abuses, and rely, rather weakly, I think, for this conclusion on the fact that a clergyman who testified before them was not in a position to mention any.

I am strongly inclined to believe that such Ordinances cannot be worked without occasional mistakes, even in a free community. But worked, as they must be here, by a police force, the lower members of which are often venal, in a community which is anything but free, there would always be a grave risk of administrative abuse.

Since the repeal of the Contagious Diseases Ordinance every year's experience has shown that gangs of lawless men have been tempted to levy blackmail on whole streets of brothels, enforcing their demands by violence. When detected, these men have usually been banished by the Executive, but the general prevalence of such a crime shows that brothels are considered peculiarly open to extortion, and I fear that if the Ordinance were passed again, the survivors of these gangs would levy an income from sly brothels under threats of denunciation to Government, while the regular brothel keepers might be persuaded to pay periodical blackmail to the detectives and lower members of the police force.

I may refer in connection with this aspect of the case to the brothel keepers' request for a police force of their own, reported by my despatch of the 2nd March, 1895.*

Anyone who has carefully read the evidence given before the Hong Kong Commission, whose report was transmitted by the Governor to the Secretary of State, March 17th, 1879,† will see what administrative abuses are possible in such matters. In Singapore we have a similar population to deal with, and our subordinate officers are no better as a rule than were those in Hong Kong.

These reasons militate strongly against the renewal of any of the Contagious Diseases Ordinances, but if the advocates for their abolition are prepared with no better scheme, I think even these should be re-enacted rather than that this awful disease should commit such havoc in a community such as this, as we know to have been the case since their repeal.

Cantonment System.

(*b*) The Indian Cantonment System modified as far as may be necessary to suit the circumstances of the Colony.

There is no cantonment in Singapore, and, therefore, the only way to carry out this proposal would be to draft for a large city a measure on the same lines as the Cantonment Rules.

Appendix F.

In the appendix I enclose such a draft.

The Cantonment Regulations naturally apply only to the restricted cantonment area. In modifying them so as to make them apply to the Colony, the question arises what area should represent the cantonment limits mentioned in Rule 11, those of the Municipality, or those of the Colony have been suggested—both are open to objection.

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* Not printed.

† No. 13 in [C—3093]. Aug. 1881.

If municipal limits are chosen, there would be formed outside those limits a class of persons prohibited under penalty from attending a hospital or dispensary, since these are all inside limits, prohibited even from attending a Court of Justice for redress.

In view of what has been written in paragraph 4 (*a*) this class would be victims of frequent outrages, and the maintenance of the prohibition would be intolerable. Again, as long as this class resided just outside municipal limits, they would constitute as grave a danger to public health as if they resided inside.

On the other hand, if the Colony be made the limit, the comparatively mild step of prohibiting persons from residing in a cantonment becomes the harsher one of prohibiting them from living in the Colony, when the nearest refuge open to them would be a considerable sea voyage, entailing a higher cost and more discomfort than even the penalty provided in the Cantonment Rules.

It is true that in your despatch under reply banishment appears contemplated as a suitable penalty; but on this point paragraph 3 (5) of the Committee's report should be consulted, and an estimate of the expense should be considered.

By a wholesale prohibition against residing in the Colony both morality and public health would suffer. Morality, because the demand for prostitutes being constant, other more innocent persons would be bought in China or inveigled thence into the Colony for immoral purposes, and public health, because the diseased persons returning to China would assuredly spread disease there.

But supposing these drawbacks did not exist, I am advised that the Cantonment System would be inoperative when applied to this city, for the reason that Rule 2 would not be obeyed.

The brothel keepers would disregard it, and 999 out of 1,000 persons who visit a brothel, however much disease they there contracted, would withhold information.

The only cases in which any question would be likely to arise under the rule would be when a medical practitioner had cognisance of a case, and I believe that private medical practitioners would rather run the risk of a fine of 50 dollars (a very slight risk considering the proviso) than betray their patients' confidence; patients and medical men would unite in indemnifying medical men so fined, and the scandal and odium of such prosecutions would be incalculable.

The effect of such a rule when widely known would be to deter diseased persons from consulting medical men at all, and the cause of public health would lose rather than gain. For these reasons I believe the Cantonment System would not effect our object.

Mr. Hare's Proposal.

(*c*) The system advocated by Mr. Hare. This has been fully described in the confidential despatch from this house, dated 8th September, 1898.*

If applied to the Colony it would have this drawback, that it leaves outside its scope the class of sly brothels and sly prostitutes. This drawback hardly applies to the Federated Malay States, however, as this class is almost non-existent there, and I recommend that Mr. Hare's system should be tried experimentally in the Federated Malay States.

Municipal Control.

(*d*) The step of handing over the control of this phase of disease to the Municipality.

This step is open to the drawback, pointed out in my observations on the Cantonment System, of driving dissentients just outside municipal limits, and co-operation by Government would be necessary to prevent such a result. But I need not discuss the proposal, as the Unofficial Members of the Municipal Commission have all expressed themselves opposed to it. I enclose their communication.

Special Measures making Penal the Keeping of a Brothel and Disseminating Disease. 4th April, 1899.

(*e*.) There remains for consideration only certain measures, which have been recommended to me in conversation, as the foundation of a scheme for dealing with these diseases. See previous paragraph 2.

* No. 25.

The measures are:—

(i.) To amend Indian Act XLVIII. of 1860, Section 14, by omitting the words "*to the annoyance of the respectable inhabitants of the vicinity,*" and the words "*and is therefore a source of annoyance and offence to the neighbours.*" The result will be to make keeping a brothel a penal offence of a continuing nature.

(ii.) To banish from the Colony, under Ordinance IV. of 1888, or under a special law to be enacted, every brothel keeper when the public welfare demands that measure.

(iii.) To put in force these measures against every brothel, and possibly every inmate, which is a source of disease.

After reading the report of the Committee, it will be evident that every Chinese brothel in Singapore at the present moment, is a source of disease. I do not even except those regularly attended by Dr. Mugliston and other European doctors.

Take, for instance, the following extracts from Dr. Mugliston's evidence:—

"Q. Do you treat many cases of primary syphilis?

A. Not amongst Chinese; amongst Europeans a few, and amongst Japanese. I doubt whether the Chinese generally understand the importance of the sore. I think that is the reason they do not come. They look upon it as they look upon a sore on their finger. They don't know that it will lead to constitutional trouble.

Q. Does that sore heal of itself?

A. They either don't do anything to it, or they use Chinese medicine. They probably have a Chinese doctor, or the brothel keeper puts on a little caustic.

Q. When they get very bad, then they come to you?

A. When they begin to get sores and skin diseases, then they come to me.

Q. When you find a woman diseased, do you tell her or her keeper that she must not have intercourse?

A. Yes, always; it depends on the form, of course.

Q. Have you any assurance that it is kept?

A. None at all.

Q. In fact, you think it is not kept?

A. In many cases I have no doubt it is not kept.

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Q. Do you think under the present system any attempt to induce these women to go to hospital would be successful?

A. Never, when they have got primary syphilis.

Q. No system you could suggest would have that effect?

A. I am sure they would never go in when they were suffering from a primary sore, and a primary sore is the infecting stage."

It is clear, therefore, that if measure (iii.) were now to be put into operation, many persons would be liable to banishment for an offence of which they were not even consciously guilty; and this would continue to be the case unless some such system as that proposed by Mr. Hare were first introduced.

It is also clear that, as every Chinese brothel is now actually a source of disease, every keeper could be banished, and a large proportion of the inmates also.

If such a measure were brought fully into operation, I fear it would bring about consequences far worse than any traceable to the present system. It is true that one witness before the Committee (Reverend Mr. Shellabear, formerly an officer in the Royal Engineers) seemed to contemplate those consequences as a less horrible evil than the present state of things, but the annexed police report seems to confirm my opinion.

24th November, 1896.

Hitherto I have discussed measure (iii.) on the hypothesis that it would be brought fully into operation; it is now desirable to give some attention to the action which this measure will cause.

The local authorities are at present debarred from obtaining evidence of the internal condition of a brothel by officially visiting it, and self-respect will prevent their visiting it in any other way. If measure (iii.) were to depend on voluntary evidence given *bonâ fide* by visitors to the brothel, I am convinced that it would remain inoperative, from the reluctance of visitors to testify to their knowledge, and from the entire want of knowledge of consequences mentioned in Dr. Mugliston's evidence.

My experience here convinces me, however, that evidence in abundance will be tendered *mala fide*. Every impecunious secret society, and every ruined Chinese bully or blackguard, turns naturally to brothel squeezing as a means of subsistence, and in past years the Government has been compelled to use freely its power of banishment to put down such practices.

At present this lawlessness is kept in check by the knowledge that brothels can and do complain freely to the police and Government.

If measure (iii.) be brought into operation, it will supply these people with exactly what they desire, viz., a colourable pretext for making a nefarious income; they will levy blackmail under threats to denounce the brothel, and they will denounce every brothel which fails to pay blackmail, while the consciousness or fear of having transgressed against (iii.) will keep the brothel keepers silent until the blackmailers become so intolerable that they are prepared to allow a proportion of their number to undergo banishment rather than endure further exactions.

And, as has happened before, these gangs of blackmailers will oppose and fight each other, and their encounters, cross-prosecutions, and counterplots will keep employed a large number of the police force.

For these reasons I cannot think that scheme (*e*) offers a good solution of the difficulty, though I consider that for general reasons of public decency measure No. (i.) should be taken, and I propose to pass a law to that effect, as it will possibly enable me to regulate prostitution by confining the public manifestation thereof to certain localities.

5. It is to me a matter of the deepest regret that after a careful review of the whole subject I have not been able to recommend to you some scheme likely to secure your acceptance.

I have laid before you what I consider are the drawbacks of every proposal, and I shall be prepared to carry out executively any measures which you may direct to be taken.

I have, &c.,
C. B. H. MITCHELL.

Enclosure 1 in No. 29.

MEMORANDUM.

A Proposal to Check the Spread of Venereal Disease, by Tan Jiak Kim.

His Excellency the Governor having been pleased to ask my views as to the best means of checking the spread of venereal disease in this Colony, I have the honour to submit the following:—

After careful consultation with those of my friends who are capable of forming an opinion on the subject, I have finally come to the conclusion that since the Government will not control or in any way recognise prostitution, it appears to me, then, there are no practical means of preventing the spread of the disease except those embodied in the scheme of Mr. G. T. Hare, as communicated to us by His Excellency the Governor at the interview on the 30th January.

In order to avoid the opposition of the people at home against the carrying out of the scheme, the officer responsible for the sanitation of the town should be directed, under the Municipal Sanitary Ordinance, to treat all brothels not possessing properly qualified medical certificate of health as a place dangerous to the public health.

Under this arrangement no new enactment would, I presume, be necessary, as the whole scheme would be carried out under the present Municipal Ordinance, and in this manner no one could represent to the people at home that there was any desire on the part of our local authorities to recognise prostitution in any shape or colour.

All brothel keepers should pay their own medical fees, and those whose houses were ordered to be closed for the third time should be made liable to banishment from this Colony on the representation of the Municipal Health Officer that such keepers were a danger to the public welfare of this Settlement.

With regard to the suggestion that prostitutes becoming unfit to receive visitors should be removed to a separate house, I am of opinion that it would be wise to leave this question to the discretion of the Municipal Health Officer.

In jotting down the above idea, it has been my endeavour to base all my suggestions on the line of policy now in force in Cyprus, where, I am told, public prostitution is being dealt with by the Municipality of the town free from the interference of the Home people, and it is to be hoped that we may succeed in doing the same, so as to check the propagation of the present evil under which this Colony is suffering.

T. JIAK KIM.

Singapore, February 8, 1899.

Enclosure 2 in No. 29.

His Excellency the Governor,
Sir Charles Bullen Hugh Mitchell, G.C.M.G.

SIR,

Singapore, February 14, 1899.

WITH reference to the interview on the 30th ultimo, Your Excellency expressed that the Secretary of State did not approve of Contagious Diseases Ordinances, and desire to consider a scheme to avoid the spreading of contagious venereal disease that a remedy be framed to check it.

Looking at the report from the gaol, showing about 50 per cent. of the prisoners are suffering from such diseases, and considering such ground, a special bye-law be given to the Municipal Health Officer, empower him to deal with the same, similar to the power given as contagious disease, I presume the answers given in next page to the questions of Your Excellency almost satisfy the requirements of the Colony. However, if a similar scheme is given to the Municipal Health Officer as Contagious Diseases Officer for temporary (say, one or two years), I think it might be very well to meet the purpose.

I have, &c.,
S. LIANG SEAH.

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1. How the knowledge of venereal disease is to be obtained?	1. From the report of the doctors who were approved by the Municipal Health Officer as competent to treat brothels suffering from venereal disease.
2. Who is to approve of the appointment of doctor?	2. The Municipal Health Officer is to approve of the appointment of the doctors to be engaged in treating brothels suffering from venereal disease.
3. How is it to make the brothel to the medical men?	3. By framing bye-laws, to be sanctioned by His Excellency the Governor, that all brothels suffering from venereal disease are to be subject to the treatment of the doctors.
4. How the brothel keeper to punish in breaking to law?	4. The house where the brothels occupy is to be closed by the police authorities at the request of the Municipal Health Officer on sufficient grounds shown by him.
5. How to prevent if they change houses or occupation?	5. As there will be doctors specially engaged to treat brothels suffering from venereal disease, who should send weekly report to the Municipal Health Officer, the changing of any houses could be known.
6. How is police assistance to be involved?	6. As the police have power to prevent persons going in and out of a house where someone therein is suffering from contagious disease, a similar power may be exercised by the police to close a brothel house where one is suffering from venereal disease who refused to be subject to the treatment of the doctor so approved.
7. How can the Government approach to banish the brothel keeper?	7. If a brothel is suffering from venereal disease and is subject to be treated by doctor, and refused to be so treated, on a report being made by the doctor to the Municipal Health Officer that it would be dangerous to the public health or welfare, the brothel keeper is to be called upon for an explanation of such refusal to the C.P.O., who is to send such explanation so given to His Excellency, and it is for His Excellency to decide that if such explanation is not satisfactorily given by the brothel keeper, to banish the brothel keeper.

Enclosure 3 in No. 29.

MEMORANDUM.

By Gan Eng Seng, Singapore, regarding the Contagious Diseases (Women's) Question.

His Excellency the Governor, Sir Charles B. H. Mitchell, having, I understand, desired the views and suggestions of some members of the Chinese Advisory Board of Singapore upon this question, I beg respectfully, and in brief form, to submit my views and suggestions thereon:—

1. I am of strong belief that the repeal of the Contagious Diseases (Women's) Ordinance has brought about a great and very alarming increase and distribution of disease.

2. And I believe that, unless effectual check or remedy be introduced, this evil which has already grown widely in extent, must spread itself still more, and as now allowed to go on cannot fail to produce results in the future still more calamitous to the community.

3. I believe that what is absolutely necessary to check the spread of disease and to improve the position for the future is *compulsion*, in some form or another, applied either directly or indirectly. Anyone who enquires closely into this matter will know that the brothel keepers are such scoundrels that any course or system of check or remedy which, besides being for the good health of the women in their establishments, and of the men whom these serve, would at same time bring the women more readily within reach and hearing of officials or responsible persons, who would voice their complaints and hardships, would be strenuously resisted by the brothel keepers in *some* way. This is quite understandable; and it is for this reason that I view *compulsion of some kind* as essential.

4. The foregoing being the position, it is in my view the bounden duty of Government to find some effectual means of checking and remedying the evil.

5. If I am called upon to suggest a plan or channel by which this check or remedy could most effectually be introduced, I would suggest (seeing it has been asserted that the Home Government will never permit re-enactment of the Contagious Diseases Ordinance) that our local Government should seek for and introduce a means of checking the disease and reducing the evil under our Municipal Ordinance and Regulations, somewhat in the same way as that corporation deals now with zymotic diseases. I make this suggestion in a general way, viewing that it will be for Government to formulate the plan and the details of its working.

GAN ENG SENG.

Singapore, February 20, 1899.

Enclosure 4 in No. 29.

MEMORANDUM.

On the Proposal to Check the Spread of Venereal Disease.

My views having been asked by His Excellency the Governor as to the best means of checking the spread of venereal diseases in the Colony, I have, after careful consideration, and after consulting men whose opinions I have faith in, the honour to submit the following:—

The Contagious Diseases Ordinance should be re-enacted, and brothels brought under the control of the authorities.

Nothing else in my opinion will check the spread of venereal diseases.

L. CHENG YAN.

Singapore, February 21, 1899.

Enclosure 5 in No. 29.

SIR, Singapore, April 5, 1899.

IN compliance with the request of His Excellency the Governor, I beg now to submit the following suggestions, which may be of service to the Government in its attempt to abate the increase of venereal diseases.

In the first instance, I do not see how, without legally instituted authority, we can ever hope to compel the brothel keepers to act in accordance with any rules to be drafted for the purpose. Whatever we do, there must be occasions when compulsion becomes necessary, and it is a serious question whether it is advisable to connive at private coercion, whether by police officers or by interested medical men. It seems altogether much more desirable to pass in the Legislative Council a short enactment to enable the police to control all brothels, with full power to close any house of ill-fame if deemed expedient for the public welfare, without the necessity of waiting for the complaints of neighbours. These latter in certain districts will never be forthcoming. The Governor in Council will be empowered to pass rules for the guidance of the police, and in conjunction with the police Mr. Hare's scheme may be worked.

Let the police notify all brothel occupants that unless the latter will, after due notice, furnish from time to time proper certificates that their respective houses are free from contagious diseases, the police authorities will proceed to close such houses as fail to do so. The officer entrusted with this work should be provided with a list of all duly qualified medical men, whose certificates the police will recognise. All medical men undertaking the work of certification must abide by the regulations issued by the proper authorities, and non-observance on their part of such rules may justify the Governor in Council in removing the name of such transgressors from the list of those whose certificates are approved. This is absolutely necessary, otherwise all our efforts will end in a farce. It is very common now for prostitutes to be voluntarily examined weekly, and to receive certificates of " soundness " while they are actually suffering from contagious diseases. The examining medical attendant must have power to stop an infected woman from continuing in her business.

It is difficult to say whether private quarantine should be allowed. I am of opinion that it will be popular, but on the whole a single hospital under Government supervision is best. This is certain to be unpopular, but we must do the best we can. Private quarantine is liable to abuses, for we cannot trust subordinates in these matters.

Considering that these measures are to a great extent entirely preventive—to be taken in hand before the presence or existence of contagious diseases—it will be apparent that the sections of the Municipal Ordinance relating to infectious diseases cannot be appropriately applied. Nor does it seem to me advisable to work this under the Municipal Ordinance. Logically, the Municipal Health Officer ought also to look after this business, but on the whole it is better for the police to work this scheme in conjunction with qualified medical men.

The Government may appoint a medical board to help the police. A medical board will naturally consist of Government officers. These are to advise the police in all medical matters that may arise in connection with their work.

According to this scheme, the medical practitioners will act as medical attendants to the women, who will be responsible for their fees. The examinations are to be conducted privately, and in the women's own houses. In time very few women will object to examination. At first a good many will certainly refuse to be examined, but any medical man will soon gain the confidence of these women when they are duly informed of the objects of the examination. A *sine quâ non* of the conditions essential to the success of the scheme is that the women should be as little as possible exposed to the public as diseased persons carrying infective material with them. The removal to the quarantine station should be done by the women themselves going there. When a medical man finds that his orders are not obeyed, he refuses to furnish certificates, and the house must be closed by the police.

All women and men who defy the police should be banished from the Colony for ten years. Otherwise they will give a lot of trouble by opening houses elsewhere after having been ejected. I don't think that any one will complain if the Govrnment will do it. We banish people for gambling—why not for demoralising the inhabitants and for disseminating disease.

These are briefly my views, and, short of re-enacting the fundamental clauses of Contagious Diseases Ordinance, I think the measures outlined above are quite practical, and at least they can easily be put to a practical test without great cost or trouble.

I have, &c.,

LIM BOON KENG.

Hon. Sir Alex. Swettenham, K.C.M.G.,
Colonial Secretary, Straits Settlements.

Enclosure 6 in No. 29.

Municipal Commissioners' Office, Singapore, April 4, 1899.

We, the undersigned Municipal Commissioners, have carefully considered the subject brought to our notice verbally by His Excellency the Governor at a conference at Government House on the 2nd February.

2. We were then asked to consider how far it might be possible, without re-enacting the Contagious Diseases Ordinances (to which the Imperial Parliament is still opposed) to exercise medical inspection and control over brothels and their inmates, and check or diminish the spread of the worst forms of venereal disease which are increasingly prevalent in the Colony.

3. Two suggestions were made to us:—

(1) That by an Order in Council to be made in pursuance of Section 3 of the Municipal Ordinance (No. XV. of 1896) the Governor should declare venereal diseases to be included within the expression "dangerous infectious disease" used in the Ordinance, and so brought directly under the cognizance of the Municipal Health Officer, and made liable to be dealt with under the sections of the Ordinance which relate to "the prevention of infectious diseases" (Sections 22 to 231 both inclusive).

(2) That pressure should be brought to bear on the managers of brothels to submit prostitutes to a system of regular medical visitation and inspection conducted under proper safeguards by competent and responsible medical officers, implying, of course, the segregation for medical treatment of any prostitute found to be suffering from venereal disease.

4. With reference to the first proposal (1) we regret to have to report that in our opinion it is impracticable for the following among other reasons:—

(*a*) We think it probable that such an Order in Council would be attacked in Parliament, and that it would be difficult to defend it, because venereal diseases, though highly contagious, are not infectious in the ordinary sense of the word. If the Order in Council was revoked by order of Parliament, the scheme which rested on it would fail, and we do not think it would be advisable to take action on so insecure a basis.

(*b*) The requirements of the law as to "dangerous infectious diseases" apply to both sexes, and to all persons whatever their occupation or pursuits, and are so drastic that impartial enforcement would not be tolerated in a British Colony; on the other hand, to apply them to prostitutes alone would imply the recognition and registration of these women as a special class—the very thing the law refuses to do.

5. With regard to the second proposal (2), we are aware that some brothel-keepers do at present voluntarily avail themselves to a limited extent of the advice of competent doctors or apothecaries for their girls, but this is the exception, and even where it obtains there is reason to fear that resort is only had to such treatment when disease is advanced and after mischief may have been done. Nor is there any security that the patients are withdrawn from the brothels during treatment. The officers who administered the Contagious Diseases Ordinances, when in force, are still amongst us, and their experience may be referred to to show that, whatever brothel-keepers may profess, the most of them, especially the Chinese, will resist by every means in their power domiciliary visits and the inspection of their girls with the object of removing and segregating those who are affected with venereal disease. They will resort to concealment, substitution, and every device to baffle inspection, so much so, that without registration of the girls and identification by photograph systematic examination would be impossible, and removal to the Lock Hospital could only be effected by fear of punishment. We understand that the only weapon intended to be used to enforce compliance is the threat of closing the house as a common nuisance. In most cases this would only mean a change of situation, or that the prostitutes would be scattered among other houses of the same class.

6. On a review of the whole question, we are reluctantly driven to the conclusion that no half measures will avail; and that special legislation on the former lines is necessary to cope with the evil as it exists in this Colony.

ALEX. GENTLE, President, M.C.
WM. NANSON.
THEO. SOHST.
A. C. MOSES.
M. MEYER.
CHOA GIANG THYE.

Enclosure 7 in No. 29.

PROPOSALS for modifying Indian Cantonment Rules, so as to suit the circumstances of the City of Singapore.

(Part 2, C. 8538.)

(There being no Cantonment Act in the Straits Settlements, it is proposed to repeal the concluding words in the definition of *disease* in Section 3, Ordinance 19 of 1886, viz., "but does not include any venereal disease";

To pass the undermentioned rules as modified, under Ordinance 19 of 1886; and

Again to modify any rules already passed under Ordinance 19 of 1886 which the above alterations may necessitate modifying.)

Indian Rule 1, except (*c*) and (*d*); definitions to be omitted.

2 to be retained, substituting for "Cantonment Authority" the expression "Chief Police Officer."

3, 4, 5, 6, 7, 8, 9 to be omitted as inapplicable.

10 to be retained, substituting for "hospital or dispensary maintained under Rule 3" the words "Government hospital or dispensary."

11 to be retained, with substitution as above; also in lines 3 and 4 substituting for "Commanding Officer of the Cantonment" the words "Chief Police Officer," and again for "Commanding Officer" in line 7. In line 8 for "Cantonment limits" should be substituted "Municipal limits" or "the Colony."

12 to be retained, substituting for "Cantonment Authority" the words "Chief Police Officer."

13 to be omitted altogether, and a draft Ordinance to be prepared to amend Indian Act XLVIII. of 1860, Section 14, by omitting from that section the following words:—

Line 4, "to the annoyance of the respectable inhabitants of the vicinity";

Lines 7, 8, "and is therefore a source of annoyance and offence to the neighbours."

14 to be retained, omitting the proviso, which in Singapore affords no safeguard, as a blackmailer will always swear he was the person importuned.

15 (1) to be retained, substituting for "Cantonment Authority" the words "Chief Police Officer."

(2) to be retained with modification similar to that made in Rule 11.

16 to be retained, omitting the words in line 1, "employed in the Cantonment."

Proviso v. (*a*), omitting all the words after "importuned."

Proviso v. (*b*), amended so as to run as follows: "By or at the request of a European member of the police force."

Schedule to be amended in accordance with the foregoing.

Enclosure 8 in No. 29.

The CHIEF POLICE OFFICER to the COLONIAL SECRETARY.

(Police 1436/96.)

SIR, Chief Police Office, Singapore, November 24, 1896.

I HAVE the honour to inform you that yesterday morning a report was received that the dead body of a Chinese youth was lying below high water mark on the beach at Tanjong Katong.

2. On examination this was found to be the corpse of a Chinese male, clothed in a baju and a pair of black leather spring side shoes. His towchang was plaited with red silk, and was tied tightly round his neck, and blood had issued from his mouth.

3. A post mortem examination fixes the boy's age at about 10 years, and discloses the facts that his death was caused by strangulation, and that he was probably an habitual sodomite.

4. So far I have no clue to the deceased's identity, and no boy of his age has been reported as missing. His body has been photographed.

5. A short distance away a hat has been found, which may have belonged to the deceased, and concerning which further enquiries will be made.

I have, &c.,

E. H. BELL,

Chief Police Officer.

The Honourable
The Colonial Secretary,
Straits Settlements.

No. 30.

HONG KONG.

MR. CHAMBERLAIN to GOVERNOR SIR H. A. BLAKE.

SIR, Downing Street, May 11, 1899.

I HAVE carefully considered Major-General Black's despatch of the 18th November last,* forwarding two alternative Bills drafted "to check the spread of venereal disease," and discussing the suggestions which I had made with reference to the question of this disease and the conditions of the inmates of brothels in Hong Kong.

2. I have received a further memorial† on the same subject from the China Association, copy of which is enclosed, and recently a deputation from that Association and from the Straits Settlements Association represented to me that since the repeal of the Contagious Diseases Ordinance there had been an increase in the number of cases of venereal disease and in its virulence, both in Hong Kong and in the Straits Settlements, and that there was an absence of effective checks on brothel slavery. They urged the renewal of the Ordinances under which brothels were registered and their inmates were subjected to periodical compulsory medical examination. February 23, 1899.

3. The deputation, introduced by Mr. Keswick, M.P., included Lord Loch, Sir C. Smith, Sir E. Ackroyd, Mr. Adamson, C.M.G., and other responsible men, who spoke with intimate knowledge of Chinese life and character. Their views, therefore, carry special weight. I now wish to explain to you, as I explained to them, what opinion I hold on the subject, and to give you instructions as to the course which you should adopt.

4. I do not propose to discuss the moral aspect of the question. To do so would serve no useful purpose. There are certain existing facts and conditions, and with these I will now proceed to deal, with a view to the adoption of practical measures.

5. These facts and conditions are as follows:—The Contagious Diseases Acts were repealed in this country in deference to a strong expression of public opinion. Whether that opinion was well or ill-founded, judicious or the reverse, it is unnecessary now to enquire. The fact remains that the Acts were repealed, and that similar laws in the Crown Colonies and India were subsequently repealed. In 1894 the legislation in Hong Kong which provided for the registration of brothels was also repealed. I am therefore asked, not merely to allow certain existing laws to remain in operation, but to take the stronger step of reviving laws which a few years since were deliberately, after much discussion, abolished.

6. In justification of such a course strong evidence has been laid before me of the growth of disease and the prevalence of other abuses since the Ordinances were abolished, and the opinion of responsible men connected with Hong Kong—the men, both official and unofficial, to whom I should naturally look for information and guidance on local question—is mainly, if not unanimously, to the effect that the result of repealing the Ordinances has been disastrous. I recognise the fact that there has been an increase of disease since the Ordinances were repealed, and it may also be true that there has been an increase of brothel slavery; but on the latter point I notice from the reports of the Registrar-General at Hong Kong, as well as of the Protector of Chinese in the Straits Settlements, that there has been at least as much rescue work done since registration was abolished as in the preceding years.

7. I admit that the fact that certain laws are or are not in force in the United Kingdom is not in itself a sufficient reason for applying or abolishing similar laws in tropical Colonies, differing from the Mother Country in climate, race, social, moral, and religious conditions. Further, I am not prepared to deny that one way of meeting the evils to which my attention has been called would be the renewal of the repealed Ordinances, if their renewal met with general acquiescence; but here, again, I must repeat that respect must be had to existing facts. It is certain that to such renewal there would be in this country a very strong opposition. It is in the highest degree probable that on the first opportunity the Ordinances would be again repealed. It is therefore my conviction that the object aimed at would be not furthered, but retarded, by simply for the moment retracing a step.

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* No. 27. † Not printed.

8. Accordingly, I adhere to the decision, given in my despatch of the 18th February, 1898,* that I cannot sanction the reintroduction of any system involving either the compulsory and periodical examination of women, or the registration of brothels, or of prostitutes, but I consider that other means may be adopted which there is reason to hope will prove in some measure effectual.

9. I could not approve either of the draft Ordinances submitted in the despatch under acknowledgment, which in many respects go beyond the Indian Cantonment Regulations, upon which they are based; and I have decided that the simpler provisions hereinafter mentioned are better suited to the conditions of Hong Kong.

10. I gather that the brothel-keepers in many cases prevent the women from going to hospital and compel them to practise prostitution whilst suffering from disease. I am, therefore of opinion that it is desirable to amend the "Protection of Women and Girls Ordinance," No. 9 of 1897,† by making such conduct on the part of brothel-keepers an offence. This might be done by inserting after Section 14 of the Ordinance the following new clause:—

"Every person who, being the owner or occupier of any premises or having, or acting, or assisting in the management or control thereof, permits any woman suffering from any contagious disease to be or remain in or upon such premises for the purpose of prostitution shall be guilty of a misdemeanour."

11. This clause, it will be seen, puts a penalty upon any brothel keeper who permits a woman suffering from any contagious disease to remain in a brothel for the purpose of prostitution. I should hope that by thus putting the penalty upon the brothel-keeper and not upon the prostitute the effect of clauses 9 and 10 of the Indian Cantonment Regulations of 1897 will be produced in a manner more suitable to the conditions of the Colony, and that the result will be that the brothel-keeper will in self-defence send the prostitute who is suffering from disease to the hospital or the refuge.

12. I consider that, in the case of any brothel-keeper not being a British subject who is convicted of a second offence under the above-mentioned provision, the Governor in Council should exercise the power of banishment conferred on him under Section 3 of Ordinance VIII. of 1882.

13. The power of search conferred on the Registrar-General by Section 30 of the Ordinance should be extended so as to provide as follows:—

30. (1) The Registrar-General and any officer specially authorised for that purpose in writing by the Registrar-General shall have power to search any ship house building or other place where he has reasonable cause to suspect that there is any woman or girl who is or may be liable to be dealt with under the provisions of this Ordinance or in which he has reasonable cause to suspect that an offence under this Ordinance is being committed and may remove any such woman or girl to a place of safety to be there detained until her case be enquired into.

(2) The Registrar-General shall have power to search any ship house building or other place for the purpose of ascertaining whether there is therein any woman or girl who is or may be liable to be dealt with under the provisions of this Ordinance or whether any offence under this Ordinance is being committed and may remove any such woman or girl to a place of safety to be there detained until her case be enquired into.

14. I remain of the opinion, expressed in my despatch of the 18th February, 1898* that the Government should have power to close any brothel without assigning a reason, and not merely in the special circumstances defined in Section 9 of each of the draft Ordinances submitted in the despatch under acknowledgment. Such power could then be exercised—as it is in this country—in closing brothels in undesirable situations, or the keepers of which have in any way offended the law. For this purpose the following clause should be inserted:—

"Upon complaint laid before a magistrate by the Captain Superintendent of Police or by the Registrar-General that any house or portion thereof is used as a brothel or lodging house for prostitutes or disorderly persons, a magistrate shall have and exercise summary jurisdiction in respect thereof; and it shall be lawful for a magistrate to issue a summons to the tenant occupier or keeper of the house or portion thereof of which complaint is made, and upon the hearing of the case, if the magistrate is satisfied that the house or some portion thereof is used in the manner complained of, he may order the tenant, occupier, or keeper to discontinue such use of it, and if such order is not complied with within such time as the magistrate may by his order fix, the magistrate

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* No. 20.

† Enclosure in No. 15.

may impose upon such tenant, occupier, or keeper a fine not exceeding twenty-five dollars for every day that the house or any portion thereof shall be so used after the time fixed by the magistrate's order. The provisions of the Magistrates' Ordinance, 1890, shall apply to proceedings under this section. The provisions of this section shall be in addition to those contained in Section 4 of Ordinance No. 6 of 1894."

15. Section 31 of the Ordinance gives the Registrar-General power to call upon a person to produce any inmate of a brothel. This power should be freely exercised, and, if necessary, additional powers should be taken to ensure that the women can be interrogated away from the brothel and from the brothel-keeper, under conditions which are favourable to ascertaining the truth.

16. Though public registration of brothels is illegal, I assume that in the course of their duties the police and the Registrar-General must be fully cognisant of the existence and situation of disorderly houses. The houses which are thus known may be visited at all times and seasons, and having regard to the power of suppression which I desire to be given to the magistrates, I do not understand why, if the powers of visitation and interrogation are intelligently carried out, the absence of actual legal registration need materially diminish the degree in which the Registrar-General can check brothel abuses.

17. If you see no objection to the foregoing proposals, I request that you will take steps for amending the Ordinance accordingly; but if you have any alternative or additional suggestions to make, I should be glad if you would favour me with them at an early date.

18. I should like to be assured that sufficient power is given to the Registrar-General and his staff for fully investigating the cases of Chinese women on their first arrival in the Colony. If you are of opinion that the powers given and the facilities for enquiry in case of doubt are insufficient, you should suggest measures for giving greater powers to the officers in question.

19. I should also be glad to know whether it would not be desirable that liability should be attached to the landlord of premises used as a brothel, the keeper of which has been convicted of breaking the law.

20. Any cases of cruelty practised by the brothel-keepers on the inmates of the brothels can, I presume, be adequately dealt with under the existing law. I shall be glad to know whether or not you share this view.

21. I am informed that there is at Singapore, as in other large towns, a class of men living upon the earnings of prostitutes, and accustomed to treat these women with brutality. I am not aware whether this evil is prevalent in Hong Kong, but if so, I would ask you to consider whether it is feasible to legislate on the lines of the Imperial Vagrancy Act of 1898 (61 and 62 Vic. cap. 39), which imposes a severe penalty on a male person habitually living on the profits of prostitution.

22. With reference to the last paragraph of the despatch under acknowledgment, I am still of opinion that it is desirable for the Colonial Government to secure the services of a lady doctor, to be engaged mainly—and possibly exclusively—in dealing with women who are suffering from these special diseases. It will be necessary that she should have a knowledge of Chinese, and (unless you see strong objection to such a course) she should be, for the purposes of the Protection of Women and Girls Ordinance, an officer of the Registrar-General's Department, so as to have full power of visiting brothels.

23. I should be glad to receive a report from you on this subject, with suggestions as to the precise duties and emoluments which should be attached to such an appointment.

I have, &c.,
J. CHAMBERLAIN.

No. 31.

FEDERATED MALAY STATES.

MR. CHAMBERLAIN to HIGH COMMISSIONER SIR C. B. H. MITCHELL.

(Extract.)

Downing Street, May 11, 1899.

I HAVE the honour to acknowledge the receipt of Sir J. A. Swettenham's despatch of the 8th September last,* forwarding a memorandum by the Resident-General, together with other papers, relating to the spread of venereal diseases and the condition of brothels in the Native States.

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* No. 25.

I have to refer you to my Straits despatch of the 28th ultimo,* conveying to you my decision with regard to these questions, as far as the Colony is concerned; and I request you to inform the Resident-General that I have carefully considered his memorandum, but I consider that legislation in this matter in the Native States should follow the lines laid down in the Colony. I think it, however, desirable that the amendments which I have suggested should be made in the law of the Colony should not be introduced into the Native States until sufficient time has elapsed to enable some experience to be gained of the working of the amended law.

I do not understand why Mr. Hare considers that it is not possible, in the absence of any law providing for the registration of brothels, to adopt efficient means for protecting the inmates. As I have stated in my despatch of the 28th ultimo*, I gather from the reports of the Protector of Chinese, as well as of the Registrar-General at Hong Kong, that at least as much rescue work has been done in the Colonies concerned since the abolition of registration as in the preceding years. I do not, therefore, understand why similar results should not be obtained in the Native States under the enactments already in force for the protection of women and girls, which are based upon the Straits Settlements Ordinance.

No. 32.

STRAITS SETTLEMENTS.

MR. CHAMBERLAIN to GOVERNOR SIR C. B. H. MITCHELL.

SIR, Downing Street, May 25, 1899.

I HAVE the honour to acknowledge the receipt of your despatch of the 12th ultimo,† respecting suggested legislative measures for checking the prevalence of venereal disease in the Colony and in the Native States, and in reply to refer you to my Straits despatch of the 28th ultimo, and my Native States despatch of the 11th instant.‡

I have, &c.,
J. CHAMBERLAIN.

No. 33.

CEYLON.

MR. CHAMBERLAIN to LIEUTENANT-GOVERNOR SIR E. N. WALKER.

SIR, Downing Street, June 9, 1899.

I HAVE had under my consideration Sir West Ridgeway's despatch of the 12th November last,§ forwarding the draft of an Ordinance "for preventing the spread of Contagious Diseases among the Military Forces stationed in the Island."

2. As regards the fifth paragraph of that despatch, I have to point out to you that it appears from the Army Medical Returns that the total average admissions per thousand for venereal diseases during the nine years preceding 1888, when the Contagious Diseases Ordinance was repealed, were 323·8 ; and for the nine years following 1888, 312·67.

3. I am not satisfied that there is any sufficient reason for introducing the Ordinance submitted in the despatch under reply, which under any circumstances I could not have sanctioned without considerable modification. No new legislation appears under existing circumstances to be necessary ; but you should give instructions that the power of closing brothels conferred by Ordinance No. 5 of 1889 should be exercised in all cases where brothels are reasonably suspected of being special centres of disease, and where the inmates are not in the habit of attending hospitals when suffering from disease.

I have, &c.,
J. CHAMBERLAIN.

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* No. 28. † No. 29. ‡ Nos. 28 and 32. § No. 26.

No. 34

STRAITS SETTLEMENTS.

GOVERNOR SIR C. B. H. MITCHELL to MR. CHAMBERLAIN.

(Received July 10, 1899.)

[*Answered by No. 35.*]

SIR, Government House, Singapore, June 15, 1899.

I have the honour to acknowledge receipt of your despatch of the 28th April last,* on the subject of venereal disease and the condition of inmates of brothels in this Colony.

2. I enclose the draft of an Ordinance to amend the Women and Girls' Protection Ordinance, 1896, drawn up by the Attorney-General pursuant to your instructions.

3. I shall lose no time in placing this draft before the Legislative Council. If you have no amendments to propose therein, I request that you will send me a telegram to that effect so that the Ordinance may be passed as soon as possible. I will arrange that the Committee shall not report until a month after the date of this despatch.

4. I enclose copies of a paper‡ which I am laying before the Council to explain the Bill.

5. As my despatch of 12th April† must have crossed yours under reply, I telegraphed,‖ May 27th, 1899, desiring to await your observations thereon before replying. I have since received a telegraphic reply‖ from you stating you wished to make no observation.

6. From this reply I infer that you consider all discussion should be closed except discussion on the Ordinance, and I therefore confine myself to this last subject.

7. Proposed new Clause 6A.

I should prefer to omit the words "not being a natural born British subject" as I think no natural born British subject who takes to this infamous occupation should enjoy any privilege or advantage over a foreigner. I may refer to my despatch of 17th May, 1899,‖ shewing that most of the Chinese naturally born as British subjects in this Colony are not so recognised in China, and that Her Majesty's Government has assented to the Chinese view. It is, I submit, impolitic and unwise to allow such persons to enjoy at the same time the protection of two Powers or the chance of playing one Power off against another.

8. Words have been added removing from the prosecution the burden of proving knowledge by the brothel-keeper of disease amongst the inmates of his house.

9. With reference to your paragraph 15, the staff of the Protectorate is inadequate, and has not enough leisure to assume exclusive responsibility for carrying out this part of your proposals, and I anticipate that additional officers will be required.

In view of Lord Knutsford's despatch of 12th October, 1888,§ I have not felt at liberty to delegate any part of this duty to the Police Force.

10. With reference to your paragraph 17, I can suggest no further powers at present, but cases often must and do escape the vigilance of the Protector and his staff because the victims come to the Protectorate already persuaded by their oppressors that he is a malignant being, whose only object is to do them evil, and that the truth is by no means to be revealed at the Protectorate.

The proposal in your paragraph 18 has been embodied in the Bill.

11. With reference to your paragraph 19, the law is adequate when the oppressed come forward and appeal to it—often, unfortunately, they do not.

Last year in Singapore, a married woman committed suicide by throwing herself out of the upper floor of a private house, into which she had been enticed by a brothel procuress, and only a few weeks ago in Perak a brothel-keeper made such a commotion when one of her inmates left her in order to marry, that it was necessary for the bride-expectant to take refuge in the Police lock-up until the wedding to preserve her from apprehended violence.

12. With reference to your last paragraph, the annexed extract‖ (May 17th), from the Executive Council minutes will shew that I had already decided on legislation before receiving your despatch.

13. The officers of the Protectorate, on whom will devolve the working of most of the provisions of this Ordinance, will be instructed to carry out the duty diligently, but I cannot conceal my apprehension that the sole means provided therein for de-

* No. 28. † No. 29. ‡ Not reprinted, being a print of Nos. 20, 24 and enclosures, 29, 28, and other papers. § No. 17 in [H. C. 59] March, 1889. ‖ Not printed.

tecting disease may prove insufficient, viz., official visitation and intelligent interrogation by an officer who is not a medical man, and has no power to order a medical examination of anyone he may suspect.

14. As regards placing reliance on outside testimony, I may remind you that Lord Knutsford wrote as follows to the Governor, Hong Kong, 30th November, 1888* :—

"Unless you have any special reasons to urge in favour of the practice of asking men to point out the women from whom they think they have contracted disease, I am of opinion that that practice should be discontinued, as it appears . . . . . to fail entirely in its object, and it cannot in any case be of much use, as the power of compelling the woman pointed out to submit to examination no longer exists."

I have, &c.,

C. B. H. MITCHELL.

Enclosure in No. 34.

A BILL intituled "An Ordinance to amend 'The Women and Girls' Protection Ordinance, 1896.'"

It is hereby enacted by the Governor of the Straits Settlements with the advice and consent of the Legislative Council thereof as follows:—

Short title.

1. This Ordinance may be cited as "The Women and Girls' Protection Ordinance, 1896 Amendment Ordinance, 1899" and shall be read and construed as one with "The Women and Girls' Protection Ordinance, 1888" hereinafter called the principal Ordinance and any copy of the principal Ordinance printed after the commencement of this Ordinance may be printed with the amendments alterations and additions made by this Ordinance.

Reprints.

New section 6A.

2. The following new section to be numbered 6A shall be inserted after section six of the principal Ordinance:—

Penalty for permitting a woman suffering from contagious disease to remain in a brothel.

"6A.—If the keeper of a brothel permits any woman suffering from any contagious "disease to be or remain in such brothel for the purpose of prostitu- "tion such keeper shall be guilty of an offence and shall be liable on "conviction before the Supreme Court or a Court of two Magistrates to "imprisonment for a term not exceeding one year or to a fine not exceeding five "hundred dollars or to both and if any keeper of a brothel not being a natural born "British subject who has been previously convicted of an offence under this section "shall again be found guilty of such an offence the Governor in Council may issue an "Order banishing such person from the Colony for such period and generally in such "manner as may seem expedient and upon the issuing of such order the like conse- "quences shall ensue in all respects as though such order had been issued under the "powers conferred by 'The Banishment Ordinance, 1888.'"

Amendment of section 12.

3. (1).—Section 12 (1) is amended by omitting the words "of Part II." and by inserting after the word "Ordinance" the words following:—

"or in which he has reasonable cause to suspect that an offence under this "Ordinance has been committed."

(2)—Section 12 (2) is amended by omitting the words "of Part II." and by inserting after the word "Ordinance" the words following:—

"or whether any offence under this Ordinance is being committed."

Additional sections.

4. The following sections shall be added to the principal Ordinance to be numbered respectively 18 19 20 and 21.

Closing of brothels on the complaint of the Inspector-General of Police or of the Protector of Chinese.

"18. Upon complaint laid before a Magistrate by the Inspector-General of Police "or by the Protector of Chinese that any house or portion thereof is used as a brothel "or lodging house for prostitutes or disorderly persons it shall be lawful for a Magis- "trate to issue a summons to the tenant occupier or keeper of the house or portion "thereof of which complaint is made and upon the hearing of the case if the Magistrate "is satisfied that the house or some portion thereof is used in the manner complained of "he may order the tenant occupier or keeper to discontinue such use of it and if such "order is not complied with within such time as the Magistrate may by his order fix "the Magistrate may impose upon such tenant occupier or keeper a fine not exceeding "twenty-five dollars for every day that the house or any portion thereof shall be so used "after the time fixed by the Magistrate's Order."

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* No. 25 in [H. C. 59] March, 1889.

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" 19. Any European Officer of Police and any Officer of the Chinese Protec- Power to
" torate generally authorised in writing by the Protector of Chinese may at all times visit dis-
" without notice enter and demand to see and interrogate any or all the inmates of any orderly
" house which he may have reason to believe is used as a brothel or lodging house for houses.
" disorderly persons."

" 20. Where the tenant occupier or keeper of any premises (not being the owner Liability of
" thereof) has been convicted of an offence under this Ordinance in respect of such pre- the owner.
" mises the owner of such premises shall be liable to a fine not exceeding five hundred
" dollars for any subsequent conviction of any person of a like offence in respect of the
" same premises during his ownership thereof."

" 21. Every male person who— Persons
" (*a*) Knowingly lives wholly or in part on the proceeds of prostitution. trading
" (*b*) In any public place persistently solicits or importunes for immoral pur- prostitu-
" poses shall be liable on conviction to imprisonment of either description tion.
" for any term not exceeding three months.

" (2)—If it be made to appear to a Magistrate by information on oath that there is
" reason to suspect that any house or any part of a house is used by a female for the
" purposes of prostitution and that any male person residing in or frequenting the
" house is living wholly or in part on the earnings of the prostitute the Magistrate may
" issue a warrant authorising any Police Officer to enter and search the house and to
" arrest that male person.

" (3)—When a male person is proved to live with or to be in company of a pros-
" titute and has no visible means of subsistence he shall unless he can satisfy the Court
" to the contrary be deemed to be knowingly living on the earnings of prostitution."

5. Section fourteen of the Indian Act No. XLVIII of 1860 is hereby repealed. Repeal.

No. 35.

STRAITS SETTLEMENTS.

MR. CHAMBERLAIN to GOVERNOR SIR C. B. H. MITCHELL.

SIR, Downing Street, July 21, 1899.

I HAVE the honour to acknowledge the receipt of your despatch of the 15th ultimo,* forwarding the draft of an Ordinance to amend the Women and Girls' Protection Ordinance, 1896.

2. With reference to the seventh paragraph of your despatch, I have to refer you to my despatch of the 15th instant,† from which you will gather that I am not in favour of amending the law so as to allow the banishment of persons born in Her Majesty's dominions who are regarded by any Foreign Power, with the assent of Her Majesty's Government, as subjects of that Power.

3. I am not prepared to sanction the provision that any European officer of police should have power at all times without notice to enter and inspect brothels. It is manifest that the men selected for this duty should be specially qualified for the work; and it does not follow that the sergeants and inspectors of police would all of them be so qualified. Moreover the constant and frequent exercise of this duty would apparently interfere seriously with their ordinary police duties.

4. I would further point out that as the Protector of Chinese is responsible for carrying out generally the law for the protection of women and girls, it seems not unlikely that there might be conflict of authority between the Chinese Protectorate and the Police Department, if the duty of inspecting brothels were divided between those Departments. As the clause stands at present, the officers of police would not be in any way subordinate to the Protector of Chinese.

5. For the above reasons, I have instructed you by telegram of the 20th instant, that the first six words of the new section 19 proposed to be enacted by section 4 of the draft ordinance should be omitted. The object aimed at could probably be secured by strengthening the staff of the Protectorate, and, if necessary, transferring suitable police officers to that Department.

6. In the new section 21, sub-section (3), the words " to be in company of " should be altered to " to be habitually in the company of " as in the Imperial Act.

I have, &c.,
J. CHAMBERLAIN.

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* No. 34. † Not printed.